

April 2009

The way forward

A call for action to end violence against women



MAYOR OF LONDON

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Contents

Foreword	5
Executive Summary	9
Introduction	13
London taking a global lead to end violence against women	21
Improving access to support	29
Addressing the health, social and economic consequences of violence	35
Protecting women at risk	41
Getting tough with perpetrators	45
Leadership and governance: making the strategy work	51
Endnotes	59
Consultation	67



Foreword by Boris Johnson, Mayor of London

When I became Mayor I promised to combat violence to make London a safer city for all Londoners. This cannot be achieved without a coordinated, pan-London strategy to eradicate violence against women.

Sadly, violence continues to blight the lives of too many people and the impact on women is particularly troubling. My vision for London is of a fair and equal society in which no woman has to live with the fear or reality of violence. This is no easy task but everything we do must aspire to the goal of eradicating violence against women.

I am sad to say that London is still a city where most reported rapes don't result in a conviction, many women are afraid to be out on their own at night, sexual violence is a growing problem amongst teenagers and too many women's lives are damaged by violence in their own homes. This is unacceptable.

The approaches by the previous administration and the current Government to date have been piecemeal, and failed to acknowledge the links and connections between all the different forms of violence against women. Whilst some important improvements have been made to the



criminal justice system, there has been no concerted effort to prevent violence from happening in the first place.

I am determined to make London a global leader in preventing and eliminating violence against women. In the words of the United Nations' Secretary General Ban Ki-Moon, 'Violence Against Women is never acceptable, never excusable, never tolerable'.

Our integrated approach will seek to prevent violence from happening, support and protect women when violence does occur and get tough with the perpetrators of violence who have lived with impunity for too long.

We cannot achieve this alone. We are calling on all of our London partners, communities and on Government to work with us to eradicate violence against women. Together we can make this happen.

Foreword by Kit Malthouse, Deputy Mayor for Policing

We believe that for too long, too many women's lives have been affected by the threat or reality of violence. Whether it is in the home or on the street, at the work place or on public transport, violence against women is unacceptable.

We have the political will to challenge the perpetrators of violence and to revolutionise how London responds to violence against women. Women can be affected by violence in many different and personal ways. Therefore, we decided that it was vital to develop a strategy that would tackle the range of crimes experienced by women. This document sets out our proposals for an integrated strategy, to tackle violence against women, with the goal of eradicating it.

Our strategy will work on the basis that violence against women is neither natural nor inevitable. Therefore, the focus must be on ending it. Ending violence against women is fundamental in achieving true gender equality, so it's very important that all public organisations have a statutory duty to improve their responses to it.

It's important to remember that violence against women doesn't just



affect individual women, it affects men and women, children and families and the wider community and these affects must be properly recognised and addressed. Which is why we've made sure that we have thought clearly about our other priorities such as health, employment, education and housing and made sure our strategies are properly linked, to ensure we achieve our wider goals.

In order to deliver the best results, it's important that we listen to people that know what they are talking about and build on our understanding of what does and does not work. We need to continue to share our knowledge and build prosperous relationships with the vast range of agencies working across London and the world to tackle violence against women. We cannot face this challenge alone, we must work together.

Our strategy will set the direction of travel and aims to make London a global leader in ending violence against women. There are a number

of specific priorities that we believe must be overcome in our fight to eradicate violence against women.

We must get to the bottom of the root causes of violence against women in order to stop it.

We must improve the response to and experience of survivors so that they get the support they need, when and where they need it.

We must deal with the impact of violence against women, particularly the long-term consequences.

We must deal more effectively with perpetrators to stop the violence, hold perpetrators to account and change their behaviour.

We must take into consideration the diverse needs of women and the ways in which women may experience violence against them differently based on age, sexuality, culture and religion.

Finally, we must provide all women with the protection they need and deserve.

Most importantly our strategy will transform how London responds to violence against women, it will ensure all forms of violence will be addressed more effectively. It will improve responses to domestic violence and will put prevention at the centre of our efforts.

While we won't eradicate violence against women overnight, we believe it is possible to build a society where men and women are genuinely equal and where women's lives are no longer constrained by violence.

The Mayor of London is willing and able to offer the leadership that London needs.

We call on agencies, communities and individuals across London to join us in making the end of violence against women an achievable goal.

‘our strategy will transform how London responds to violence against women’

Glossary of abbreviations

AFRUCA	Africans Unite Against Child Abuse
BAME	Black Asian Minority Ethnic
BCS	British Crime Survey
CEDAW	Convention for the Elimination of Discrimination against Women
CEU	Cab Enforcement Unit
CJS	Criminal justice system
CPS	Crown Prosecution Service
DVCG	Domestic Violence Coordinating Group
EU	The European Union
ESOL	English For Speakers of Other Languages
FGM	Female Genital Mutilation
FORWARD	Foundation for Women’s Health, Research and Development
GLADA	The Greater London Alcohol and Drug Alliance
IDAP	Integrated Domestic Abuse Programme
IDVA	Independent Domestic Violence Advocacy Services (IDVAs)
ILR	Indefinite leave to remain
LMM	The London Mainstream Model
LSCB	London Safeguarding Children Board
LMSP	London Strategic Migration Partnership
LSP	Local Strategic Partnership
MAPPA	Multi Agency Public Protection Arrangements
MPA	Metropolitan Police Authority
MPS	Metropolitan Police Service
PTSD	Post-traumatic Stress Disorder
SARCs	Sexual Assault Referral Centres
SDVC	Specialist Domestic Violence Courts
TfL	Transport For London
UN	The United Nations
WHO	World Health Organization

Making London safer for all Londoners is one of the Mayor's top priorities. He has pledged to combat violence in London and this document is one piece of that commitment. By providing strategic leadership in London, the Mayor aims to make a real difference to women who live with the fear and suffer the reality of violence. Violence against women is intolerable. It damages women and has far-reaching consequences for families, children, communities and society as a whole. By taking action to eradicate violence against women, the Mayor's aspiration is to make London a safe city for all Londoners.

We recognise that the only way to confront violence against women is to work together. This document has been informed by discussions with the police and partner agencies across London and it will form the building blocks towards a strategy to eradicate violence against women.

Overview

Every year hundreds of thousands of women in London experience some form of violence.¹ The impact of violence against women can be devastating and is a breach of the most fundamental human rights. Violence against women creates an atmosphere of terror, anxiety, mistrust and uncertainty that has immediate

and long-term consequences for women and their children.

Prevention at the heart

The prevention of violence against women is at the heart of this strategy. Violence against women is rooted in pervasive attitudes, cultures and traditions that have been perpetuated over time in communities that have allowed abusers to act with impunity. We must take steps to provide protection and support to those who bear the brunt of violence. Those with the power to transform the cultures that perpetuate violence against women must work together.



Global leader

London is a world leader in many areas. Our ambition is to show the same leadership in ending violence against women by developing, evaluating and improving interventions that will be a beacon for other cities and countries.

Objectives

This document is based on five objectives building on the framework developed by the End Violence Against Women coalition and endorsed by the Equality and Human Rights Commission. This document provides both a strategic perspective



and an overarching policy framework, and contains specific objectives with respect to prevention, provision, protection and prosecution.

1 London taking a global lead to end violence against women

We will develop a range of measures to reduce the prevalence of violence against women over time with a strong emphasis on cultural change. Our approach will address violence against women as a whole and its roots in gender inequality. We will promote an ambitious approach within which London will continue to develop innovative policy and practice. London will contribute to the United Nation's Unite² campaign and share our learning and knowledge with other cities and countries.

‘Our ambition is to show leadership in ending violence against women... that will be a beacon for other cities and countries’



2 Improving access to support

We will improve the safety, wellbeing and freedom of women and children through access to better services that meet the needs of London's diverse communities. Our goal is to build capacity across the voluntary sector, including expanding rape crisis provision and to help friends and family of victims, to whom women often turn first, to provide informed support.

3 Addressing health, social and economic consequences of violence

We will support measures that reduce the long-term consequences of violence for women who experience it, improve their life chances and support them in rebuilding their lives. We want to make violence

against women a priority for service providers. We will champion integrated support services for the most marginalised and at risk women. We will give a voice to survivors in shaping policy and delivery.

4 Protecting women at risk

We will ensure that the criminal justice system provides protection to women who need it.

5 Getting tough with perpetrators

We want perpetrators to stop the violence and be held to account. Our approach will champion the effectiveness of the criminal justice system and call for tougher sanctions and consequences. Perpetrators must be deterred from violence against women.



‘Around three million women across the UK experience rape, domestic violence, forced marriage, stalking, sexual exploitation and trafficking, female genital mutilation or crimes in the name of ‘honour’ each year.’

Every year hundreds of thousands of women in London experience some form of violence including rape, domestic violence, forced marriage, stalking, sexual harassment, sexual exploitation and trafficking, female genital mutilation (FGM) or 'honour' based violence.³ Violence against women leaves in its wake heightened levels of fear, broken bones, miscarriages, long-term mental health problems, substance abuse and poverty. It also costs the city over £5.6 billion a year.⁴

Around three million women across the UK experience rape, domestic violence, forced marriage, stalking, sexual exploitation and trafficking, female genital mutilation (FGM) or crimes in the name of 'honour' each year.⁵

What is violence against women?

Violence against women⁶ is both a form of discrimination and a violation of the human rights of women and girls. It is both a cause and consequence of gender inequality and is one of the most serious inequalities facing women and girls in London today. The United Nations (UN) defines 'violence against women' as any act of 'gender-based violence that is directed against a woman because she is a woman or that affects women disproportionately'.⁷ It includes violence against girls and adult women; and physical, sexual and psychological/emotional violence, economic abuse and exploitation. Violence happens in a range of settings: at home, on the street, on public transport and within a range of relationships from family members and partners to complete strangers. In the majority of cases, women know the men who abuse them.

Box 1 (overleaf) provides short definitions of all the forms of violence against women covered by this strategy. There are links between the different forms including:

- similar myths and stereotypes which are used to justify or excuse the abuse
- their use as forms of power and control
- high levels of under-reporting
- low conviction rates
- repeat victimisation
- most perpetrators are known by the victim
- long-term social, psychological and economic consequences for victims
- the historic failure by the state to prevent violence.

Why do we need this violence against women strategy?

Violence against women is just

unacceptable. It is a human rights violation that is both intrinsically wrong and has wider affects in preventing women from fully participating in public life. The analysis underpinning this document recognises that violence against women is both a barrier to equality and a consequence of inequality. This is not to say that men and boys are never victims of these crimes. We recognise that some men and boys are victims of violence such as rape, domestic violence and forced marriage. However, this document addresses the needs of women reflecting the fact that women are at substantially greater risk of most of these crimes than men.⁸ This strategy will sit alongside existing policies and procedures that provide protection and legal redress for all victims of crime.

Box 1 | Forms of violence against women

Domestic/intimate partner violence – a pattern of coercive control, which includes combinations of physical, sexual, psychological and financial abuse by a current or former partner. In extreme cases this includes murder.

Female genital mutilation/cutting (FGM/C) – Female genital mutilation/cutting (FGM/C) – involves the complete or partial removal or alteration of external genitalia for non-medical reasons. It is mostly carried out on young girls at some time between infancy and age 15 years. Unlike male circumcision, which is legal in many countries, it is now illegal across much of the globe, and its extensive harmful health consequences widely recognised.

Forced marriage – a marriage conducted without valid consent of one or both parties, where duress is a factor.

‘Honour’ based violence – violence committed to protect or defend the ‘honour’ of a family and/or community. Women, especially young women, are the most common targets, often where they have acted outside community boundaries of perceived acceptable feminine/sexual behaviour. In extreme cases the woman may be killed.

Prostitution and trafficking – women and girls are forced, coerced or deceived on entry into prostitution and/or to keep them there. Trafficking involves the recruitment, transportation and exploitation of women for the purposes of prostitution, across international borders and within countries (‘internal trafficking’). Cross-border trafficking also takes place for the purposes of domestic servitude.

Sexual violence including rape – sexual contact without the consent of the woman/girl. Perpetrators range from total strangers to relatives and intimate partners, but most are known in some way. It can happen anywhere – in the family/household, workplace, public space, social settings, during war/conflict situations.

Sexual harassment – unwanted verbal or physical conduct of a sexual nature. It can take place anywhere including the workplace, schools, streets, public transport and social situations. It includes flashing, obscene and threatening calls and online harassment.

Stalking – repeated (ie on at least two occasions) harassment causing fear, alarm or distress. It can include threatening phone calls, texts or letters; damaging property; spying on and following the victim.

Extent of violence against women in London

We have a much greater knowledge base on violence against women than ever before, from prevalence studies, many research projects and evaluations and agency monitoring data. Presented in Box 2 below are selected data that illustrate both the range of violence addressed and, where available, London specific data.⁹

Impact of violence against women

The fear and reality of violence deny women the most fundamental of human rights: life, liberty, dignity, bodily integrity, and freedom of movement. It is a major cause of death and disability for women²⁹ and is linked to mental health problems including depression, anxiety, and post-traumatic stress disorder (PTSD), attempted and successful suicide; and misuse of drugs and alcohol.

Men already known to victims including partners, fathers, friends, neighbours and colleagues perpetrate the vast majority of violence against women. The threat and reality of violence mean that most women devote time and energy to 'safety work' – planning what they do, when they do it and how they travel in order to maximise their own personal safety. Some women decide to restrict their lives – if they feel at risk, meaning they are not free to use public space as men do.

Violence against women not only damages women, it has far-reaching consequences for families, communities and society as a whole. It harms families across the generations, impoverishes communities and reinforces other forms of violence throughout our society³⁰.

Women who experience violence suffer a range of health and social problems that prevent them from fulfilling their full potential. This in turn lowers economic production and drains resources from employers and public.³¹

Violence against women also impacts on children. Growing up exposed to domestic violence is linked to increased levels of attention deficit disorder, anxiety, stuttering and asthma; reduced educational attainment; increased involvement in anti-social behaviour and street and playground violence.³² Most child maltreatment deaths take place in homes where domestic violence is also occurring.³³

We also know from work on children and domestic violence, both here and in the US, that boys and young men often deal with the violence in their household by spending as much time as possible out of the home. This makes them more vulnerable to getting involved in gangs and anti-social behaviour, and learning that violence 'works'.³⁴ Domestic violence may also undermine a mother's ability to parent with authority.

What makes London different?

The nature, extent and impact of violence and the options available to those affected by it are influenced by factors such as race, religion, age and disability as well as women's financial position and access to resources.

London has high levels of ethnic diversity with many languages spoken and many faiths practised³⁵. Some forms of violence such as FGM are linked to particular communities and beliefs.

Box 2 | Extent of violence against women in London

Violence against women

- London has the highest rate of female victimisation in England and Wales.¹⁰
- Compared to the rest of the country, London has the lowest percentage of successful outcomes (measured as convictions of prosecuted cases) for violence against women offences (only 58 per cent were successful).¹¹

Domestic Violence

- There were 53,069 domestic violence crimes reported in London during the 12 months from March 2008 to March 2009 – a 4.4 per cent increase compared to the previous year.¹²
- London has higher rates of domestic violence than the average for England and Wales.¹³
- The police remain unaware of 81 per cent of domestic abuse victims.¹⁴
- Three per cent of the NHS budget goes to treating physical health of victims of domestic violence.¹⁵

Sexual Offences

- Women in London are more likely to report that they are worried about being raped (48.1 per cent) and fear violent crime (70 per cent).¹⁶
- Most rapes are not reported to the police and of those that are only six per cent result in a conviction.¹⁷
- On average, just ten per cent of rapes are reported to the police.¹⁸
- A woman is more likely to be sexually assaulted than she is to get breast cancer.¹⁹
- Seventy six per cent of the women refugees and asylum seekers at a single service in London had been raped.²⁰
- There were 2,180 recorded rape offences in London for the 12 months between March 2008 and March 2009.²¹ This is an increase of 14.5 per cent over the last year.*
- London Ambulance Service is called to approximately 450 rape / sexual assault incidents per year.
- Only 22 per cent of serious sexual violence offences are brought to justice.²²
- The police remain unaware of 87 per cent of serious sexual assault victims.²³

Female Genital Mutilation (FGM)

- An estimated 6.3 per cent of pregnancies in inner London²⁴ and 4.6 per cent in outer London are to women with FGM.²⁵
- There have been no convictions for FGM since it was outlawed in 1985, compared to 100 in France.

Trafficking

- Between 1,000 and 10,000 women and girls are trafficked into the UK each year for sexual exploitation.²⁶ Many are trafficked to or through London.

Forced Marriages

- An estimated 1,000 British Asian girls/young women are forced into marriage each year.²⁷
- The Forced Marriage Unit recorded 1,618 cases of forced marriage across the UK in 2008.²⁸ Of these cases, 339 were identified in London.

Women from minority ethnic backgrounds and migrant women may face greater barriers to accessing services.

Compared nationally, a higher proportion of London's population is aged between 20 and 44 years, which is associated with a greater risk of domestic violence and sexual assault.³⁶ London's higher levels of poverty³⁷ are also linked to experiences of violence.³⁸ Whilst violence against women cuts across all social classes, research shows that women in households with an income of less than £10,000 are three and a half times more likely to suffer domestic violence than those living in households with an income of £20,000. However, it remains unclear whether the poverty is associated with the onset of domestic violence or if women are reduced to poverty in fleeing violence.³⁹

The capital's higher rates of population turnover can create challenges for delivering services. In London the key services are delivered by; 33 local authorities, 31 primary care trusts, central government departments and non-departmental public bodies. In this context creating coherent strategic leadership is therefore more complex than anywhere else in the country.

What is already being done?

More than a century ago, London charities pioneered work to help women and girls escape prostitution, sexual abuse and domestic

violence. London was also at the forefront in the 1970s, opening the first refuge and first rape crisis helpline. The public sector has been involved in efforts to tackle violence against women at both local and regional levels for more than twenty years and has developed a range of responses, some of them groundbreaking. However services for women are still not joined up; rape and sexual abuse services have closed; and government responses have concentrated on the criminal justice system, even though most women don't go to the police.

In recent years the London Domestic Violence Strategy and Project Umbra have provided some coordination. This has delivered:

- independent domestic violence advocacy services (IDVAs)
- partnerships with drug and alcohol services
- improved systems for information flow
- better structures for making things happen.

However, they have been less effective in dealing with the long-term consequences of violence and in prevention work, aimed at stopping violence happening in the first place.

Other forms of violence against women have lacked the coordinated working and investment that domestic violence has seen. Reporting and conviction rates for rape remain low. Sexual bullying and coercion in schools and neighbourhoods and the links between

* It should be noted that the increase in recorded rape offences in 2008 is compared to a particularly low level of offences in 2007. The predicted end of year figure is likely to be closer to the reporting year 2006/7 (2304 offences for April 2006 to March 2007). The increase in recorded offences is partly due to a reduction in the use of the Crime Related Incident (CRI) classification of crimes, but there has been an 8 per cent rise in the number of initial classifications (allegations) of rape. This should be considered as a positive indicator of performance, as there is known under reporting in this area.

youth violence and sexual violence have yet to be adequately explored. We need further investment in FGM prevention and there has been limited consideration of the needs of migrant or refugee women, many of whom have been affected by violence.

Violence against women cannot be separated from the cultures and communities in which it takes place. The proliferation of lap dancing clubs and brothels⁴⁰ may further legitimise violence against women and undermine efforts to prevent it. Yet there has been no strategic

‘We want to shift to a proactive, integrated approach that puts prevention of violence against women at the heart of what we do’

approach to the sex industry in London and its links to violence against women.

The problem with the current approach

While we acknowledge the good work that has been done, we cannot be complacent. There is still a lot to be done. This fragmented approach fails women and fails London. We are not meeting the needs of the many women who have experienced more than one form of violence particularly the most marginalised women and those who have experienced repeated sexual abuse as children.⁴¹ Responses to date have paid insufficient attention to the fact that many men offend across more than one form of violence. Whole areas of policy, where addressing violence against women would also help achieve wider goals, such as unemployment, educational attainment and community cohesion, have gone largely untouched. Such ineffective responses result in a waste of potential in individual lives and a waste of money.

Towards an integrated strategy focused on prevention

Integrated strategy

The UN has called on governments to take ‘integrated measures to prevent and eliminate violence against women’ and many have done so. London will be one of the first global cities to put such a strategy in place.

By integrated we mean:

- working to an agreed definition that meets UN standards, including recognising that violence against women is a gender equality and human rights issue

- linking different forms of violence, their underlying causes, short and long-term impacts and opportunities for learning
- building responses that acknowledge that many men are multiple abusers and many women experience more than one type of violence during their lifetimes
- tackling all forms of violence together in a joined-up way, whilst ensuring that issues specific to particular forms are considered;
- mainstreaming violence against women into other policies and strategies
- helping agencies work together to make the best use of resources and deliver what works for victim-survivors;
- acknowledging the inter-reliance of the statutory and voluntary sectors and the ongoing contribution of specialised women's organisations
- treating violence against women as a crime whilst doing more for the majority of women who still choose not to report to the police.

We want to shift to a proactive, integrated approach that puts prevention of violence against women at the heart of what we do, moving beyond the current primarily crisis driven, reactive, criminal justice focused response. In partnership with relevant bodies including voluntary organisations we will tackle violence against women as a whole, recognising the links between different forms and the benefits of dealing with them in a coordinated and coherent way. This will improve both our response to violence when it happens, and create a sound framework for prevention. We also propose to support investment in more specific forms of violence that have been

neglected up to now, as well as building on existing effective work on domestic violence.

The Mayor aims to improve the lives of women and girls who have experienced violence through better support and service provision. However, the Mayor's long-term ambition is to change attitudes and end tolerance of violence against women so that London becomes a city in which women do not have to live with the fear and reality of violence. Ending violence against women will enhance women's ability to earn a living, participate in public life and make a contribution to society. This in turn will benefit all Londoners. The Mayor's vision is for London to become a city where there are equal life chances for all.

The Mayor has the political will to tackle violence against women and has made this one of his priorities. However, the Mayor cannot achieve this alone. We recognise that the only way to end violence against women is by working together with our partners.

We are consulting with our partners and Londoners over the next three months as we work together to build a strategy to eradicate violence against women.



‘Long-term prevention will require tackling the root causes of violence against women.’

London taking a global lead to end violence against women

To significantly reduce the prevalence of violence against women over time by creating a culture based on equality and respect where perpetrators are held to account and victims are protected and supported to rebuild their lives and for London to be a leader in developing and implementing a range of measures to achieve this.

Background

The lack of a fully coordinated approach to tackling violence against women has resulted in an over-focus on a crisis driven criminal justice response to domestic violence based on risk management rather than preventing violence from happening in the first place.

Long-term prevention will require tackling the root causes of violence against women, which the United Nations has identified as:

- historically unequal power relations
- control of women's sexuality
- cultural ideology
- notions of privacy
- patterns of conflict resolution
- government inaction.

UN Secretary-General Ban Ki-moon launched the global UNite campaign to end violence against women in 2008, which aims to address these root causes, raise public awareness and increase political will and resources for preventing and responding to all forms of violence against women and girls.⁴²

The European Union (EU) has also acknowledged the issue of violence against women and has dedicated funds to support trans-European projects that take action to

combat all types of violence against women, children and young people.⁴³

The Mayor has the political will to tackle violence against women. Everything we do should be focused on the ultimate goal of eradication. We want to:

- prevent violence happening in the first place by changing attitudes and beliefs
- intervene at an early stage when violence does occur to stop it continuing
- deal effectively with perpetrators to stop violence
- support victims and their children to rebuild their lives and reduce their risk of experiencing further violence.

Recommendations

1 *Adopt the UN definition of violence against women*

As outlined in the previous section, to date the focus in London and in the UK has been on domestic violence. However, many women who have experienced domestic violence have also experienced other forms of violence. The focus on an immediate crisis response means that this is often neglected, making long-term recovery more difficult. Domestic violence prevention is unlikely to be effective unless it is placed within the wider context of violence against women. Opportunities are being lost for dealing with similar problems of low reporting, prosecution and conviction rates that cut across all forms of violence against women.

The GLA is leading by example and will adopt the United Nations definition of violence against women.

The United Nations (UN) defines ‘violence against women’ as any act of ‘gender-based violence that is directed against a woman because she is a woman or that affects women disproportionately’.⁴⁴

In February 2008, the UN Secretary-General Ban Ki-moon launched his ‘UNite to End Violence against Women’ campaign aimed at preventing and eliminating violence against women and girls in all parts of the world. By signing up to the UNite campaign the Mayor will promote the approach that London is taking in combating violence against women to the United Nations and other cities around the world.

‘There is no blanket approach to fighting violence against women. What works in one country may not lead to desired results in another. Each nation must devise its own strategy. But there is one universal truth, applicable to all countries, cultures and communities: violence against women is never acceptable, never excusable, never tolerable.’

United Nations Secretary-General Ban Ki-moon, February 2008 at the launch of the UNite campaign.

Political commitment will be crucial in ending violence against women. The scale of change required cannot be underestimated. The Mayor is committed to providing strategic leadership across London and making the best use of the levers he has at his disposal. But the Mayor does not control the delivery of frontline services. Local authorities have a significant role in delivering and commissioning a wide range of services. They also have a leadership

role in the areas they serve including within local crime and disorder partnerships and local strategic partnerships.

We will establish a London ‘violence against women’ steering group, to liaise with relevant bodies and voluntary organisations, with responsibility for delivery. In keeping with the Mayor’s decision to address violence against women as a whole, the Metropolitan Police Authority’s Domestic Violence Board has already decided to expand its focus to domestic and sexual violence. But we need to work with local London boroughs to encourage the same approach at a local level. We need a significant shift in thinking and strategic direction at the local level.

The Mayor will consult London boroughs to consider how local structures can be put in place that take an integrated approach to violence against women.

2 Make London a leader in preventing violence against women

We want to put London at the forefront of work to end violence against women, not just in the UK but globally. London is one of the world’s few truly global cities and faces the full range of forms of violence against women. It can become a beacon in preventing violence against women, building on the elements for an effective approach that are already in place through collaboration, cooperation and facilitation:

- a voluntary sector which is at the forefront of developing responses to violence against women and putting it on the agenda of the statutory sector

- pressing for responses in parts of the public sector ranging from group work with children affected by domestic violence to the Project Sapphire specialist teams investigating sexual crime
- an enviable academic heritage⁴⁵, parts of which are already engaged in work on violence against women
- highly performing local authorities with the potential to deliver more focused responses
- a well-developed health sector, parts of which have been on the leading edge of health innovation.

We need to make the most of these opportunities, drawing on our academic excellence and the innovation and knowledge of our voluntary and public sectors, to put London at the forefront of preventing and eliminating violence against women. As well as innovation, we encourage our partners to adapt best practice from elsewhere to address London's needs.

Violence against women has impacts upon other social issues. These include youth crime, poverty, unemployment and health inequalities. Tackling it more effectively will help us achieve other priorities and integrating violence against women into other policy priorities will enhance violence prevention. The Mayor will make sure that violence against women is integrated into his plans to tackle youth crime, and strategies on transport, housing, health inequalities and refugees.

3 Improve our understanding of violence against women

London is a centre for migration and almost a third of London's population is from black

Asian and minority ethnic communities (BAME). Our knowledge of BAME and migrant women's experiences of violence against women is limited. The same is true for other marginalised groups such as disabled women, older women, lesbian, bisexual and transgender women.

The UN, World Health Organization (WHO) and the Council of Europe all recommend regular specialised violence against women surveys, framing them as either studies on women's safety or health.⁴⁶ The UN recommends that states carry out violence against women surveys to measure the numbers of women at risk from all forms of violence against women every ten years.⁴⁷

Women from particular communities may be at risk of specific forms of violence such as forced marriage, honour crimes and FGM. We lack accurate information about the extent of such forms of violence in London and the numbers of women at risk. This undermines the potential for prevention.

Through the new violence against women steering group, we will explore ways of undertaking a study on the extent of violence linked to 'harmful traditional practices' in London and the number of women and girls 'at risk'.

4 Cracking Down on Trafficking

It is difficult to say precisely how many girls and women are trafficked into the UK. However, research suggests that between 1,000 and 10,000 women and girls are trafficked into the UK each year.⁴⁸ Internal trafficking has also been recognised, with a recent survey by Barnardo's identifying 76 young people who

had been trafficked internally and nearly half of them trafficked into London.⁴⁹ London acts as a hub for both international and internal trafficking of women and girls. Trafficking victims come from a wide range of countries including China, South East Asia, Brazil and Africa but the majority come from Eastern European countries.⁵⁰

The majority of women in prostitution in London are foreign nationals, many of whom have been trafficked either directly from their home country into Britain or via another European country. There has been a significant increase in the number of brothels in London in the last ten years, with many posing as saunas. The Poppy Project has found that poverty and a history of interpersonal violence increases the risk of trafficking and sexual exploitation. In addition, prostitution and trafficking are associated with high levels of violence and coercion, which can have a major impact on women's physical and mental health.

Most of the current knowledge base is on trafficking for sexual exploitation but many women and girls are also trafficked into the UK for domestic servitude. AFRUCA (Africans Unite Against Child Abuse) estimate that equal if not greater numbers of girls are trafficked into domestic servitude, but they are hidden away in people's homes and spend their lives doing domestic chores and care work in exploitative conditions. Girls are deprived of an education, physically, sexually and emotionally abused. Yet the privatised nature of their exploitation means few are identified by social services or able to access support services.

The Mayor demands that the government improve intelligence gathering and information sharing about how traffickers operate in order to more effectively stop and prosecute them and identify women and girls who have been trafficked and the Mayor will work with the Met Police to get tough on trafficking.

5 Place prevention at the heart of tackling violence against women.

The Mayor has recognised that women are disproportionately affected by theft and sexual offences on the transport network and they still have a greater fear of traveling than men, particularly at night. A number of measures to enhance women's safety on public transport have already been taken: significantly increasing Safer Transport Teams;⁵¹ running awareness campaigns on planning journeys home and advising against using illegal minicabs; and working with the police and TfL to make the pan-London Cab Enforcement Unit (CEU) more effective as the use of illegal minicabs can put women at a higher risk of sexual assault.⁵² The Mayor will ensure that women's safety on public transport and across all travel modes continues to be addressed through the community safety plan for transport and traveling.

Attitudes condoning violence against women or blaming women for being abused are common. Studies have found that a third of people believe that a woman is partially or completely responsible for being raped if she has behaved 'flirtatiously'⁵³ or is drunk.⁵⁴ Many people are unaware how common violence against women is and believe myths about violence that excuse the perpetrators and blame the victims.

The London 2012 Olympics and trafficking

In 2012, the eyes of the world will be on London as it hosts the Olympic and Paralympic Games. Sport can be a positive force in the lives of Londoners and we are proud to host the 2012 Games. However, the Mayor is also aware that major sporting events are linked with an increase in trafficking, prostitution and sexual assault. A report by a leading counter-human trafficking organisation in Canada outlines a link between international sporting events and an upsurge in the demand for prostitution which in turn fuels human trafficking. At the Athens Olympics, where prevention efforts were poor, the number of known human trafficking victims almost doubled.⁵⁵

Changing the attitudes that underpin violence against women is crucial. However, to date prevention has been the weakest part of London's responses, with limited investment and little coordination. The Mayor is determined to change the cultures and traditions that tolerate and perpetuate violence against women.

The Mayor will work in partnership with other London agencies to undertake an ongoing public awareness and education campaign during his tenure, aimed at ending the tolerance of violence against women, making particular use of advertising on the public transport network.

Cutting demand is key to reducing trafficking into prostitution. The vast majority of men do not buy sex. The minority who do need to be challenged, through the law, licensing and regulation, public awareness programmes and prevention work in schools. Local authorities could make better use of their powers for regulating health establishments, saunas and lap dancing clubs. The Mayor will consider in consultation and partnership with relevant bodies and organisations developing a public awareness campaign aimed at deterring paying for sex and will work with police, local

authorities and other London partners in clamping down on paying for sex and on the proliferation of lap dancing clubs across London.

The Mayor is determined that the London 2012 Olympics will set the standard for major sporting occasions and is working in partnership with the Equality and Human Rights Commission to convene a trafficking roundtable event. This will bring experts together to examine how to combat trafficking, prostitution and sexual assault during the Olympics and major sporting events.

6 Young People and Prevention

A sizeable minority of young people holds views condoning violence against women, particularly coercive sex.⁵⁶ The London Teenage Sexual Health Forum has commissioned research on the role of non-consensual sex in teenage pregnancy and has received anecdotal evidence of sexual bullying and coercion of teenage girls, often by groups of boys and young men. Girls are often seen as 'sexual accessories'⁵⁷ by young men in gangs and can be passed around among group members. Rape and sexual assault, by individual gang members and by the whole group, is relatively common.⁵⁸

Prevention work should start early, but is often absent from the school curriculum. Many young people feel that they do not have enough information or support to deal with issues of interpersonal violence, although the majority of secondary students and over half of those in primary schools (52 per cent) wanted lessons covering issues such as domestic violence.⁵⁹

The voluntary sector has been at the forefront of developing primary prevention initiatives but needs the commitment of the statutory sector to properly implement them. A range of initiatives and curriculum materials has been developed. Some, such as WOMANKIND Worldwide's programme, 'Challenging Violence, Changing Lives' have been evaluated but currently not all schools are taking advantage of these materials. A survey of Women's Aid member organisations found that only 46 per cent were aware of local schools that covered issues relating to violence against women in Personal, Social and Health Education lessons.⁶⁰

The Mayor will host a summit involving key London agencies and leading experts to investigate the links between violence against

women and youth crime particularly on the issue of rape within gangs and identify appropriate responses.

The Mayor will also ensure that any youth mentoring schemes that are developed through the Time For Action programme (his plans to tackle youth crime) address the specific needs of young women and girls.

Education is key to eradicating violence against women in the long term and we endorse the approach of programmes such as Challenging Violence, Changing Lives. However, greater commitment from schools across London is required to ensure that these opportunities are not wasted.

It is estimated that at least 66,000⁶² women in England and Wales have undergone FGM, in the main prior to arrival in the UK, with a further 24,000 girls and young women at risk.⁶³ A significant proportion of these women and girls are likely to live in London. Responses of statutory agencies to FGM have focused on health, particularly maternity care. Whilst the improvements in health

'Challenging Violence, Changing Lives'⁶¹

WOMANKIND Worldwide is a voluntary sector organization that has developed a teaching resource for key stages 3 and 4 that aims to raise awareness and transform attitudes to stop violence against women. Challenging Violence, Changing Lives aims to create school environments where young men and women are equal, safe from violence and confident to negotiate healthy relationships. It does this through looking at the way gender stereotypes are part of the accepted norms in our society, and how this limits the lives and choices of young women and men. The programme invites young people and teachers to challenge the attitudes that can lead to violent relationships between men and women.

provision are important, there is a need for a more comprehensive approach addressing prevention, safeguarding children, the long-term impacts of FGM and prosecution. There have been no prosecutions for female genital mutilation in the UK. By contrast, France has prosecuted more than 100 offenders.

Some harmful traditional practices such as FGM and forced marriage are linked to age, with school-aged girls and young women most at risk. Every year thousands of children go missing in London. Some are forcibly removed from schools and then forced into marriage or subjected to FGM. Schools are the first ones to identify children who are removed from school and are in a powerful position to identify those at risk of forced marriage and FGM. If a young

person fails to attend school for over six months, their place is often given away to someone else with little police involvement or inter-agency information sharing. This is an issue that needs closer analysis and monitoring.

Through the London violence against women steering group, the Mayor will work with the Foundation for Women's Health, Research and Development (FORWARD) to develop a comprehensive response to FGM.

The Mayor will also ensure that the issue of girls being removed from schools and forced into marriage or subjected to FGM is addressed through the work being done around keeping young people in education in his Time For Action plan.



‘Women and girls need access to help and support to enable them to escape violence and deal with its impact upon them.’

Improving access to support

To ensure the safety, wellbeing and freedom of women and children through improving access to, and take up of, high quality services that meets the needs of London's diverse communities.

Background

Women and girls need access to help and support to enable them to escape violence and deal with its impact upon them. Boys may also be affected by violence against women, particularly domestic violence, and also need support.

Our proposals seek to build capacity in the voluntary sector that plays an important role in improving the outcomes for women and children affected by violence.

Recommendations

1 Ensure equitable access to high quality support services across London

The first support services were developed by the women's voluntary and community sector and women still tend to have most confidence in specialist women's services. Such services enable women to name and make sense of the violence, find safety, seek justice and recover from the long-term impacts.

Most women do not report violence to the criminal justice system and rely on friends and family and the women's voluntary sector for support. Women value the encouragement and empowerment they get from women's support services,⁶⁴ which helps them to access the 'basket of resources'⁶⁵ that they need to build lives that are, and feel, safer. Independent

community based women's support services, including provision specifically for minority communities, are a vital part of our response.

A number of specialist services have already been lost in London or are under threat. London is underserved overall⁶⁶ and provision is patchy across the capital with few boroughs having the full range of services that are needed.⁶⁷ As with the UK in general the majority of services address domestic violence. Women should be able to access the right kind of support when they need it, regardless of where they live in London.

Specialist services for black and minority ethnic (BAME) women and migrant women including those addressing specific forms of violence such as forced marriage and female genital mutilation, are fragile and there is no provision in some areas of London.

The violence against women steering group will collaborate with the voluntary sector, local authorities, criminal justice system, NHS London and funders. It will also draw on recent government research on the stability and sustainability of the violence against women sector to identify long-term funding strategies that meet the necessary levels for core support services across London.

The Mayor calls on key agencies, local authorities and government to respond to the needs of women experiencing violence through the provision of high quality core support services with equitable access across London.

2 Expanding rape crisis provision in London

Reported rapes, sexual assaults, and incidents of other serious sexual violence have all increased in London over the last twelve months. Yet the services available to victims in London are limited and many are threatened by a lack of long term sustainable funding. London has only one rape crisis centre, based in Croydon. It has a six-month waiting list for 'off-peak' appointments and a waiting list of up to one year for appointments in the evening. This is unacceptable for women and young girls suffering the significant health and well being consequences of sexual violence.

In recent years the government has focused on developing Sexual Assault Referral Centres (SARCs)*. The SARCs were set up to improve evidence gathering to assist police investigations and to provide support and medical care to people who have recently been raped or sexual assaulted⁶⁸. London has three SARCs known as Havens. The Havens are widely regarded as the 'gold standard' in terms of victim care and clinical services. However, they do not offer the same service as rape crisis centres and their work should be viewed as complementary to that of rape crisis centres.

Rape crisis centres are independent and run by voluntary and community sector organisations; they work with female service users who often choose not to report to the police, or who have unresolved issues from historic sexual assaults. Rape crisis centres support some of the most vulnerable victims, including those struggling with mental health issues and self-harm. While they primarily support women and girls directly

affected, they also support family members, partners and other supporters.⁶⁹ The SARCs offer crisis intervention with respect to recent sexual assault and work with both female and male service users, though the majority of service users are female.

The Mayor recognises that the only way to meet the needs of survivors of sexual assault is to offer both SARC and rape crisis service provision. The current level of SARC provision in London is sufficient but there is a severe shortage of rape crisis centres. This administration has the political will to challenge funders to improve the services available to victims. The Mayor has already made a commitment to expand rape crisis provision in London and has been engaging in discussions with London Councils to find the most effective way forward.

The Mayor has allocated funding from his budget to increase the provision of specialist women-only rape and sexual abuse support services across the capital by working with London boroughs.

The Mayor will continue to engage in discussions with London Councils and to lobby government to secure sustainable funding for rape crisis provision across London.

Maximising the potential of the Havens

Most referrals to SARCs are through the police but the Mayor has encouraged greater access to the Havens through self-referrals. The Mayor has provided ongoing support to the Havens by leading their marketing campaign to raise public awareness of the services the Havens provide.

* London has three SARCs known as the Havens in Paddington, Whitechapel and Camberwell jointly funded by the Metropolitan Police Service and NHS London.

All rape and serious sexual offences reported to the police within a specific time frame are supposed to be referred to the Havens but the two recent rape reviews within the Metropolitan Police⁷⁰ suggest that this is not always the case but it is unclear why. We need to investigate and address the reasons for the under-use of the Havens.

3 Respond to the needs of children and young people experiencing violence

Girls and young women may experience a wide range of forms of violence, including:

- rape and sexual assault
- violence within personal relationships
- indecent exposure
- sexual harassment/bullying
- sexual exploitation
- FGM
- forced marriage
- ‘honour’ based violence.

Although the British Crime Survey does not include the experience of under-16s, it does reveal that young women aged 16-19 are the age-group at most risk of rape; 36 per cent of rapes and sexual assaults reported to police are of under 16s, the vast majority of whom are female⁷¹. There is very little specialist provision for girls who have experienced violence.

Both boys and girls are affected by violence against their mothers, particularly domestic violence.

Key facts:

- approximately 90,000 London children witness domestic violence each year⁷²

- there is co-occurrence of domestic violence and child abuse in at least 40 per cent of cases⁷³
- nearly three quarters of children on the at risk register live in households where domestic violence is also occurring⁷⁴
- almost a third of domestic violence starts during pregnancy, and existing violence often escalates during it.⁷⁵

We have already noted the potential negative outcomes for children, yet there is a lack of services for children who have been affected by violence against their mothers.

We will collaborate with the voluntary sector, local authorities (individually and collectively), the Criminal justice system, the Health Service, the Mayor’s Fund and funders to identify sustainable funding strategies to meet the levels of need identified for support services for children across London.

4 Violence against women training for relevant professionals across London and improved information and resources for the public

The statutory sector provides a number of useful specialist violence against women services such as Havens and specialist domestic violence courts. Professionals in a wide range of other statutory services – such as GPs, midwives, social workers, employment advisers, police officers, lawyers, teachers etc – also come into contact with violence against women. However, they often lack understanding and skills and as a result their responses can be inadequate and even dangerous.

The government has previously suggested that training for professionals should:

- increase understanding of violence against women, its nature, scale and impact
- assist service providers in identifying violence against women
- build skills and knowledge about preventative approaches, early interventions and reducing the long-term impacts of violence
- cover the law and policy
- go beyond raising awareness to identifying desired service responses.⁷⁶

In reality, vocational qualification courses for professionals such as social workers, teachers and probation officers do not address violence against women. At best, limited information on domestic violence is included. In-service training is also inadequate. Improved training is a key element of improving statutory responses.

The Mayor calls on the government to meet its UN obligations to develop and fund violence against women ‘training programmes for judicial, legal, medical, social, educational and police and immigration personnel’.⁷⁷

The London violence against women steering group will consider, in consultation with partners, developing a training consortium to improve the training of professionals on violence against women across London⁷⁸. Such training should include information about addressing the needs of London’s diverse population.

5 Information for friends and family

Most women turn to friends and family first for help and support. Whilst many friends will do their best to help, the lack of advice

and information for the public can result in responses rooted in myths and stereotypes that tend to minimise the impact and seriousness of the violence, blame the victim and excuse the perpetrator. In situations of ongoing violence, friends and family can:

- become frustrated if the woman doesn’t leave her violent partner
- believe that the woman should uphold the ‘honour’ of the family and remain in the marriage despite the violence.

Similarly with respect to sexual violence there is an all too common tendency to hold women responsible for what has happened, through questioning their actions, clothing or trust of others. For women dealing with legacies of previous abuse, friends may not understand the long-term impact that abuse can have and feel that she should ‘get over it’. Even where friends are sympathetic, they may be unaware of the support that may be available.

The Mayor will work with voluntary and statutory agencies to improve the availability of information and resources to members of the public so that they are able to support women more effectively.

6 Meet the needs of London’s diverse communities

Women’s experiences of violence may be influenced by other aspects of their identity and circumstances such as; ethnicity, age, disability, sexuality, religion/belief, gender identity and social class. Understanding how these intersect with violence is crucial to developing appropriate responses. They undoubtedly create additional

Refugee and Migrant Women

Refugee women are more affected by violence against women than any other women's population group in the world.⁸⁵ The Refugee Council's Vulnerable Women's Project found that 76 per cent of their service users had been raped either in their country of origin or in the UK. Research shows that women living in poverty are up to three times more likely to report being raped.⁸⁶ Refugee and asylum seeking women are more likely to be living in poverty due to barriers to the job market. Refused asylum seekers are destitute and often homeless or 'sofa surfing' with friends and family making them more vulnerable to rape and sexual exploitation.⁸⁷ Refugee women may also be at elevated risk of domestic violence that is connected to refugee men's loss of status within the family.⁸⁸

London should be a haven for those in need of protection. However, for refugee women this is often not the case. Structural barriers make it harder for them to access support and protection. Most refugee women do not make an independent claim for asylum and are instead included as a dependent on their partner's claim. Many women are not aware of their entitlements to make claims for asylum or support in their own right and some face additional cultural pressures, making them less likely to reach out for support and more likely to remain in violent relationships.⁸⁹ Refugee women are even less likely to report rape to the police due to fears that contacting the authorities may place their immigration status at risk.⁹⁰

In addition, fear of destitution can trap women with insecure immigration status in violent relationships. Many migrant women who enter this country on a visa are unaware of rules requiring a subsequent application for indefinite leave to remain (ILR). Some abusive men do not make an ILR application for their partner in order to reduce her independence. Women in these situations who are able to leave violent relationships may have 'no recourse to public funds' – in other words they are not entitled to any financial support such as housing benefit. Research estimates that between 600–1,000 women per year are trapped in violent relationships because of the 'no recourse rule'.⁹¹ Refugees struggle to meet the costs of women with no recourse and may be unable to accept them. Women who have been trafficked into sexual exploitation or domestic servitude face similar problems.

Through his Refugee Integration Strategy, the Mayor will tackle barriers to employment and training, address the housing and health needs and strengthen the ability of refugees to engage in civic, political and community life in London. This in turn will help to reduce the structural barriers to refugee women's access to protection and support services.

The Mayor also chairs the London Strategic Migration Partnership (LSMP) and will address some of the language and cultural barriers within the work of the group. The LSMP will prioritise improving women's access to appropriate ESOL (English for Speakers of Other Languages) provision, within its wider focus on ESOL provision. It will also prioritise increasing the availability of appropriate →

interpreting services and improving access for migrants to information about their rights, including support to deal with the legacies of violence.

The Mayor calls on the UK Border Agency to ensure consistent implementation of their gender guidelines.

The Mayor calls on the government to guarantee the right of women with uncertain immigration status who are fleeing or threatened by violence to have access to crisis, temporary and permanent accommodation, specialist support services and essential financial support.

barriers to accessing services and achieving safety. For example:

- there is a lack of (physically) accessible support services for disabled women;
- lesbians may fear homophobia if they come forward
- the availability of appropriate interpreting services is unreliable for women who speak little or no English
- BAME women may find it even more difficult to disclose sexual violence,⁷⁹ particularly in cultures where concepts of family honour are focused on female behaviour
- women with uncertain immigration status may be trapped in situations of violence, unable to access protection because they have 'no recourse' to public funds⁸⁰
- recent migrants may be unaware of their rights and the services available to them
- older women may think it is too late for them to change anything
- agencies may be more reluctant to intervene in BAME communities out of a mistaken approach to 'cultural sensitivity', resulting in BAME women getting less protection than other women.

Some groups of women may be at greater risk of experiencing violence:

- certain forms of violence, such as FGM, forced marriage and 'honour' based violence are closely linked to particular ethnic/cultural/religious groups
- many refugee women have experienced sexual violence in their countries of origin including being subjected to rape as a tactic of war/conflict⁸¹
- a disproportionate number of domestic homicides involve recent migrants as victims and/or perpetrators
- disabled women and girls are more likely to be sexually assaulted during their lifetime⁸²
- at least two thirds of victims of elder abuse are women⁸³
- rape, sexual assault and sexual bullying/harassment are more common among girls and young women.⁸⁴

Addressing the health, social and economic consequences of violence

To reduce the long-term consequences of violence for the women and girls who experience it, improve their life chances and support them to rebuild their lives.

Background

Violence against women, especially where there is multiple experience of abuse either from the same or different perpetrators, can have serious long-term consequences including:

- mental health problems such as depression, anxiety, post-traumatic stress disorder (PTSD), attempted and successful suicide⁹²
- low self-esteem, isolation and social exclusion⁹³
- alcohol and drug misuse⁹⁴
- disability⁹⁵
- unwanted pregnancy and sexually transmitted diseases⁹⁶
- negative impacts on attainment in education and employment.⁹⁷

Women who have experienced violence in childhood are at greater risk of being raped as an adult and of being the victim of domestic violence⁹⁸. Many women involved in prostitution have experienced sexual abuse in childhood; women who sell sex are forty times more likely to be killed.⁹⁹ Almost half of women in prison have experienced domestic violence and a third have been sexually abused.¹⁰⁰

These statistics make grim reading but long-term damage is not inevitable. The availability of support can both reduce the level of damage and enable recovery, helping survivors re-make connections with others, develop their self-worth and rebuild their lives.

Recommendations

1 Petition and collaborate with the health sector to ensure that policies incorporate all forms of violence against women and that they are effectively implemented

As well as immediate impacts such as broken bones, bruising, vaginal and anal tearing, sexually transmitted infections, violence against women can also have long-term, and even permanent, impacts on mental and physical health.¹⁰¹ The WHO has urged agencies to adopt a public health response as ‘the impact of such violence goes far beyond the immediate harm caused, affecting all aspects of women’s future health’.¹⁰²

Violence against women is a significant health issue and the Mayor intends to prioritise it within his duty to promote the health of Londoners and to reduce health inequalities.

The Mayor will:

- integrate violence against women prevention into his health inequalities strategy
- work with the London Health Commission to convene a roundtable event in order to facilitate engagement of the health sector in the new violence against women strategy.

The NHS is often the first point of contact for women who have experienced violence although they may not disclose the violence directly. It can play an important role in preventing violence against women, by intervening early, providing treatment and information and referring women on to other services. It also has a role in commissioning specialist support services such as rape crisis. Whilst some progress has been made, the health system has yet to fulfill

its potential to reduce violence against women and the health problems associated with it. Many health personnel are unaware of the role of violence as the underlying cause of women's health problems and lack the information to provide the right interventions and referrals.

Health services should do more to identify women who are experiencing violence or dealing with its aftermath. Department of Health guidance recommends routine inquiry about domestic violence in maternity services. Where this happens it helps link women at risk to support services although it is unclear whether routine inquiry is consistently implemented in maternity services in London. Almost a third of domestic violence starts in pregnancy, and existing violence often escalates during it.¹⁰³ Health services should ensure that women have access to information about the support available if they are experiencing violence, for example by including information within the pregnancy information packs for all expectant mums.

Violence against women needs to be integrated into all areas of care including emergency services, mental health services, substance misuse services, health visiting and reproductive health and maternity services.

Routine enquiry should be extended to cover a wider range of forms of violence in more of the health settings likely to be in contact with women who have experienced violence such as mental health and sexual health services. Projects based in A&E have identified older women who have been living with abuse for decades.

In addition, routine enquiry, support and referral mechanisms must take account of the needs of women who speak limited English. Informal interpreting arrangements by women's partners, children and friends can make it almost impossible for women to disclose violence

The Mayor calls on the NHS in London to develop and implement a comprehensive approach to violence against women as a matter of priority, and to introduce routine enquiry around violence against and appropriate support and referral mechanisms into the following services:

- mental health
- sexual health services, including those aimed at teenagers
- maternity and post-natal provision
- accident and emergency
- and to develop a strategy for increasing access to appropriate interpreting services.

2 Addressing the financial impacts of violence against women

Violence against women can have a wide range of negative financial consequences. Women who have been sexually abused as children are at risk of ending up in lower paid employment. Lack of financial alternatives can trap women in prostitution and jobs in the wider sex industry. A violent partner may stop a woman from working, studying or training, making her more dependent on him. Domestic violence can also lead to women losing their jobs as they struggle to cope with the impact of injuries and anxiety.¹⁰⁴ The mental health impacts of violence against women can make it difficult for women to work and limit their prospects for

employment. Living in a refuge or hostel may make it harder for women to maintain their existing jobs. Many women are denied access to economic resources because their abusive partners take control of their bank accounts and refuse to let them have money of their own. Many also face debts as a consequence of the abuse they had experienced with abusive partners forcing them to take out loans, credit cards and overdrafts in their name.¹⁰⁵ Financial abuse is often part of domestic violence and can include forcing women to take out loans for their partners. Women can end up in severe debt and struggle with the costs of rebuilding their lives.¹⁰⁶

The Mayor has already launched a number of initiatives to enhance the economic opportunities for women across London through

the London Economic Recovery Action Plan. The CompeteFor programme¹⁰⁸ will make it easier for business, including those owned by women, to win contracts related to London 2012. So far, 2,994 female owned businesses have signed up to the CompeteFor programme.¹⁰⁹

Since the launch of the Women into Construction Project in April 2008, 124 women have been assisted into construction jobs on the Olympic site and 37 have already moved into permanent employment.¹¹⁰

The Mayor's Childcare Affordability Programme will continue to provide access to good quality, affordable and flexible childcare which will enable women to get back into education, training or work. Childcare costs are typically 25 per cent higher in London than in the rest of the country

Economic Empowerment Programs

In the USA, Economic Empowerment Programs have been developed to support women who have experienced violence to build a better financial future for themselves and their children.

The Allstate Foundation's Economics Against Abuse Program¹⁰⁷ offers help to victims of domestic violence and economic abuse by offering them targeted tools and strategies to help them deal with the financial struggles they face. The Foundation developed a priority program called Economics Against Abuse with the National Network to End Domestic Violence to address how economic abuse can impact personal safety and financial security of victims and their families. The program provides a comprehensive network of services for domestic violence survivors including a grant program that allows service providers to address the complex, broad and often immediate range of victims' needs. They also have an Education and Job Training Assistance Fund that provides grants directly to domestic violence survivors, helping them access education and job training opportunities.

Research shows that financial abuse and economic dependence on perpetrators can act as a barrier to women leaving an abusive relationship so empowering women to establish financial independence is vital.

and are recognised as one of the biggest barriers faced by parents who wish to return to work.¹¹¹

In addition the Mayor will:

- call on government to help victims to improve their skills and tackle unemployment of women and will look to the London Skills and Employment Board to support this ambition as they aim to promote equality through the delivery of their strategy
- call on government to ensure that the advice sector receives increased funding so that they can offer better support to women who require financial and legal aid as a consequence of the violence and financial abuse they have experienced.
- call upon government to introduce a new resettlement grant for women escaping violent relationships.
- ask ESF co-financing agencies¹¹² to explore the possibility of making women who have experienced violence a key target group for their employment and training programmes so that funding is allocated to projects that support women who are victims of violence.

Civil protection orders are available in relation to domestic violence (non-molestation and occupation orders) and harassment and forced marriage (injunctions and restraining orders). However the costs can be prohibitive for women who are not eligible for legal aid and there are gaps in availability of community-based legal advice for those who are eligible.

The Mayor calls on the government to review the impact of legal aid reforms on the ability of women to access civil protection.

3 *Integrate violence against women into the London Housing Strategy*

Many women who experience ongoing violence in and around where they live want the violence to stop and to remain in their homes safely. The development of sanctuary schemes, injunctions and interventions with perpetrators has enabled more women to achieve the immediate security that they seek, although there remains a need for better access to services that will support recovery. However some women must leave their local area in order to achieve safety and the chance to start again.

Violence against women is a significant cause of homelessness and fears of losing their home can trap women in violent situations. Around 40 per cent of young homeless women have left home because of sexual abuse¹¹³ and domestic violence is cited as the direct reason for presenting as homeless by 13 per cent of applicants to local authorities.¹¹⁴ Homelessness among women can be particularly hidden and often there is limited contact with services that provide for more accessible rough sleepers. Although they are the minority of rough sleepers, homeless women present with specific needs that are often not met by existing hostel and day centre services. Homeless services need to develop ways of reaching homeless women who are hidden and develop and provide services that meet the variety of specific needs, including sexual and domestic violence services, in settings and practices that maximise accessibility.

Through his London Housing Strategy, the Mayor will:

- encourage social landlords to offer holistic sanctuary schemes to victims of violence preferring to stay in their homes and he will encourage social landlords to ensure that timely moves are available for women escaping violence both across and within boroughs
- ensure that the London Delivery Board to end rough sleeping considers the specific needs of women
- encourage social landlords to ensure their housing policies and monitoring in relation to violence against women are comprehensive and appropriate.

4 *Respond to the needs of at risk and marginalised women*

Women experiencing domestic violence are up to fifteen times more likely to misuse alcohol and nine times more likely to misuse other drugs than women generally.¹¹⁵ Drugs and alcohol can be a means of coping with experiences of violence. Some abusers introduce women to drugs as a means of controlling them.¹¹⁶

Many service users at rape crisis centres have histories of problematic drug and/or alcohol use¹¹⁷ and between 50 and 90 per cent of women attending substance misuse services have been abused, either in childhood or adult life, or both.¹¹⁸

Many substance misuse agencies have failed to recognise the role of violence in women's substance misuse problems. That situation is changing in London, at least in relation to domestic violence. A recent report from the Stella Project¹¹⁹ found that 18 boroughs were

undertaking integrated work between domestic violence and substance misuse services.¹²⁰

Women's organisations have a long history of working with the most vulnerable and marginalised women, many of whom face multiple barriers to rebuilding their lives. These include mental health problems, drug and alcohol addiction, low self-esteem and barriers to employment. These are often the women at greatest risk of re-victimisation and many require intensive, long-term support in order to recover from the trauma that they have experienced.

The Corston Report (2007)¹²¹ identified histories of victimisation as underpinning much female offending. It called for 'a radical new approach... a woman-centred approach', based around the development of specialised community-based women's centres as an alternative to prison for vulnerable women. Such centres would address the roots of offending and aim to reduce exclusion and isolation through provision of specialised and long-term interventions and providing gateways to mainstream services.

The Mayor will ask the Ministry of Justice to ensure that the national implementation plan for the Corston Report meets the needs of London.

Specialist women's services play a unique role in working with some of the most at risk and vulnerable women but have faced pressure from statutory funders to expand their provision to include men under the guise of meeting the requirements of the gender duty. The Equality and Human Rights Commission, which polices the gender duty, has stressed that women-only

services are both legal and valuable and are able to play a role in meeting the differing needs of men and women as required by the gender duty. Likewise, services for different groups of BAME women are legal and fulfil their role, under the gender duty, to address their specific needs.

The Mayor will collaborate with the Stella Project,¹²² the Greater London Alcohol and Drug Alliance (GLADA), the health service and substance misuse services to increase awareness of the links between violence against women and substance misuse and improve responses.

The Mayor calls on statutory services to introduce funding and commissioning criteria that address the needs of marginalised women including through funding specialist women-only services.

5 Address the needs of children who have witnessed violence

There is extensive evidence that sexual abuse in childhood can cause long-term negative impacts. These damaging consequences tend to be reduced for girls who have supportive and confiding relationships with their mothers. Parents need support to enable them to help their children and to recover themselves from the impact that the abuse has had on them. Support should be available to parents whose children have been abused outside of the family and to the non-abusing parents of children who have been abused within the family. Such services were relatively common in the late 1980s, but are now all too scarce.

In cases of sexual abuse within the family, children often only feel safe to disclose when they are no longer living with the abuser. Women's refuges helped uncover the link between domestic violence and child sexual abuse. As Sylvia Walby has said: 'For such children, child abuse is structured by and takes place within a context of a male perpetrator of domestic violence.' NSPCC research found that 78 per cent of children who reported sexual abuse by their parents also reported domestic violence.¹²³ These connections need to be integrated into the practice of child protection agencies in London and into the planning of support groups for non-abusing parents.

Long-term problems following child sexual abuse are also significantly lower in those who, as adolescents, experienced some success at school or with peers.¹²⁴ The nature of this success (academic, social or sporting) is less important than the accompanying strengthening of self-esteem and enhancement of opportunities for effective social interactions with peers.

The Mayor will consult with the London Safeguarding Children Board and other relevant London agencies to consider how support for the parents of sexually abused children can be enhanced. This includes improving responses to the non-abusing parent in situations of sexual abuse within the family and how children's services, particularly within schools, can be developed to help limit the long-term damage of child sexual abuse.

Protecting women at risk

We need to ensure that the whole criminal justice system deters crimes of violence against women and provides full, effective and timely protection and justice for women.

Background

Of all the parts of the statutory sector, the criminal justice system has made the most progress over the last ten years in responding to violence against women, particularly domestic violence. New services such as Specialist Domestic Violence Courts (SDVCs) and Sexual Assault Referral Centres (SARCs)¹²⁵ have been developed, more positive approaches to arrest, investigation and prosecution have been implemented, partnerships with both the voluntary and statutory sector have been strengthened and London has been at the forefront of developing domestic homicide reviews. Nationally, the Crown Prosecution Service (CPS) has developed its Violence against Women Strategy based on a gendered understanding of violence against women, which provides a model for other agencies.

Despite this progress, the vast majority of both victims and perpetrators still have no contact with the criminal justice system and confidence in the system is undermined by the low conviction rates, which in London stood at 6.4 per cent in 2006 for rape,¹²⁶ albeit that successful prosecutions for domestic violence cases, as measured by the CPS (that is after charge) were among the highest across England and Wales.¹²⁷ The proportion of unsuccessful prosecutions for rape in 2007–08 (54.5 per cent) is the highest across England and Wales, although this is not the case for other sexual

offences (29.3 per cent for London, with other areas have rates of 35–38 per cent). Civil and criminal justice processes remain disconnected making it difficult to take forward both protection and prosecution at the same time. Case tracking is hampered as data collection is not integrated across the system and recording and monitoring practices need to be improved.

The government has set a number of targets for the criminal justice system (CJS) for 2008–11 including:

- to improve the effectiveness and efficiency of the CJS in bringing offences to justice
- to increase public confidence in the fairness and effectiveness of the CJS
- to increase victim satisfaction with the police, and victim and witness satisfaction with the CJS
- to consistently collect, analyse and use good quality ethnicity data to identify and address race disproportionality in the CJS.

The CPS has set targets nationally for its approach to violence against women within this framework. In this chapter we expand on that approach to identify priorities for the whole criminal justice system (CJS) in London.

Bringing offenders to justice

The national CJS strategic plan for 2008–11 recognises the particular importance of bringing serious offences, including domestic violence and sexual offences, to justice. It is a huge challenge to increase the number of victims who come forward and to make the system work for them when they do – both in terms of outcomes and how they are treated in the process.

The London Criminal Justice Board (London CJB) has already identified aspects of tackling violence against women as priorities within its work on serious and violent offending. The London Domestic Violence Coordinating Group (DVCG) has been established to improve the CJS responses by bringing more perpetrators to justice and improving the support, safety and satisfaction of victims. It has a number of strands of work designed to drive up standards and improve consistency of response across the CJS. The London Mainstream Model¹²⁸ will continue to support the national Specialist Domestic Violence Court (SDVC) programme and provide an end-to-end model for dealing with domestic violence cases across the CJS. The London CJB will now consider extending this model to incorporate wider forms of violence against woman. The Rape Convictions Working Group will also enhance the response of the CJS to rape cases by continuing to monitor activity and performance in order to make improvements where required.

These achievements provide a foundation upon which a more integrated approach to violence against women could be taken forward. An integrated approach could enhance the work of the CJS. For example,

- many perpetrators offend across more than one form of violence against women – for example a domestic violence offender may also have committed stranger rape
- many victims experience more than one form of violence - for example women may report physical violence by their partner to the police but find it more difficult to also disclose that the same man has sexually assaulted her
- the problems of under-reporting and low conviction rates are common to different forms of violence against women and potentially have similar solutions - there is scope for better learning across the board
- young men involved in gun and knife crime also commit serious sexual offences, both individually and in groups, particularly against young women.

Making these connections could deliver a step-change in performance.

The Mayor will work with criminal justice agencies including the Metropolitan Police, Crown Prosecution Service, London Probation and the London Criminal Justice Board to ensure that resources are in place to combat Violence against women. It is vital that all criminal justice agencies receive training in the wider forms of violence against women. Our goal is to increase reporting across forms of violence against women, increasing successful prosecutions, reducing re-offending and increasing victim support, safety and satisfaction. In addition, we will work with our criminal justice partners to address violence against women within work on serious youth crime. The Metropolitan Police fully endorses and supports a London strategy to tackle violence against women and is committed to playing its part to achieve the Mayor's strategic aims. They are currently reviewing their policies, standard operating procedures, partnership arrangements and service delivery across the different forms of violence against women with the goal of increasing safety and further improving services to victims and potential victims.

Recommendations

1 *Make significant improvements to protection and support at a local level.*

Not only do most women not report to the CJS, but the majority of those who do withdraw their complaints.¹²⁹ For women to have confidence in the CJS, reporting violence must increase their access to safety, support and justice and not expose them to further victimisation. The process and the outcome both matter to victims of violence. Victims want to be treated with respect and dignity. Some rape victims have described the process, especially the trial, as a 'second assault'.¹³⁰ Whilst specialist domestic violence courts (SDVCs) have improved responses, only a quarter of women feel that their increased safety is solely the result of CJS intervention.¹³¹

Sapphire Teams

The Metropolitan Police have established Sapphire Teams that specialise in investigating rape and sexual assault cases. As of April 2009 all London boroughs will have a Sapphire Team. Rape offence investigation and delivery has now moved into the Specialist Crime Directorate. This will have a number of key benefits including bespoke senior officer oversight and leadership in the investigation of offences and improved response to victims. Improvements in bringing offenders to justice need to go hand in hand with procedural justice - 'making and implementing decisions according to fair processes'.¹³²

Metropolitan Police Authority (MPA) Domestic and Sexual Violence Board

The MPA Domestic Violence Board was set up in 2006 to 'monitor, scrutinise and support' the performance of the Metropolitan Police

Service (MPS). The board has helped drive improvements in service delivery in relation to domestic violence with in-depth scrutiny of more than half of the Borough Operational Command Units (BOCUs). Following the Mayor's decision to develop a violence against women strategy, the board's remit has been expanded to consider domestic and sexual violence and has been renamed as the Domestic and Sexual Violence Board.

The Mayor, through the MPA will consider a number of specific areas of work aimed at improving the police's response to violence against women including:

- receiving regular reporting across violence against women
- auditing recording and reporting practices
- quarterly monitoring of the Home Office minimum standards for reporting sexual offences at borough level¹³³
- monitoring withdrawals and no-criming across violence against women
- monitoring disproportionality
- monitoring responses to honour based violence, forced and child marriage and FGM
- improving front desk delivery in relation to violence against women
- police training on violence against women.

Increased reporting must be supported by better availability of options to increase safety and security and address the impacts of violence. The focus in recent years has been on providing support linked to the CJS process such as Special Domestic Violence Courts but as the previous chapter makes clear, many women who have experienced violence have

needs that go far beyond the CJS such as health, housing, employment and debt issues. Support linked to improving CJS outcomes should be integrated with a wider range of support options for survivors.

Women at risk of ongoing violence from the same perpetrator also need access to protection through the civil courts. However protection orders are still not linked with criminal cases and civil courts are not taking sufficient account of domestic violence or child sexual abuse when making decisions about child contact resulting in the risk of further victimisation.¹³⁴

2 *Increase public confidence, victim support and satisfaction*

The high rate of attrition in relation to domestic violence, rape and sexual assault undermine public confidence in the system. This lack of confidence in turn results in victims not coming forward and perpetrators not being brought to justice and continuing to offend. The proposals already set out by the London Criminal Justice

Board in relation to domestic violence and rape have the potential to reduce attrition and increase public confidence. They would be enhanced by the integrated approach to violence against women proposed above.

Cases of avoidable deaths can be particularly damaging to public confidence. The rate of domestic homicide has reduced in recent years although this is mainly linked to fewer women killing abusive men. The disproportionate number of victims from migrant communities and other ethnic minority groups is a cause of concern and requires continuing focus. In addition, some women take their own lives as a result of the impact of domestic violence on them. These deaths are also avoidable and we need systems that would enable lessons to be learned. The Mayor calls on the Domestic Homicide Review Group to conduct reviews of suicides occurring in the context of domestic violence and to expand its work to include homicides and suicides in the context of 'honour' based violence.

The New York City Police Department has introduced an initiative whereby police return unannounced to a household where there have previously been domestic violence incidents in order to conduct a welfare check on the victim. As well as giving victims a greater sense of protection this can also signal to the perpetrator that the matter has not been forgotten. Often victims take out non-molestation orders and occupation orders. These are court orders that prevent the perpetrator from coming to the household where there has been evidence of domestic violence. However, these court orders are frequently breached and women are not always able to report the matter to the police and in some cases are deceived by the perpetrator who may tell her that the order is no longer valid. Home visits could ensure that civil protection orders are adhered to and provide additional safety for victims. We believe that consideration should be given to ways of adapting this initiative to London.¹³⁵

Getting tough with perpetrators

To intervene with perpetrators of violence against women in order to stop the violence, hold them to account, change their behaviour and deter others.

Background

The overwhelming majority of perpetrators of violence against women are men and boys. For most there are few, if any, sanctions for their behaviour either in the justice system or in the community. As a result many perpetrators can commit violence, usually against women and girls that they know, often on a repeated basis, with virtual impunity.

If we are to make real our commitment of ending violence against women we need both to support all moves to increase the effectiveness of CJS interventions, including a strong emphasis on prosecuting and convicting perpetrators, and to support the extension of the range of possible sanctions and proactive intervention opportunities.

We believe that getting tougher with perpetrators will not only offer the necessary protection and support to victims but will also stop violence from occurring in the first place. Tough action with perpetrators sends a clear message that there is no place for such heinous crimes in our society and will deter perpetrators from re-offending. The police and other criminal justice agencies play a vital role in dealing with perpetrators of violence against women. Through his role as chair of the MPA, the Mayor will ensure that violence against women is placed at the forefront of policing in London and will use his influence to make sure resources

are put in place to support violence against women initiatives that are going to make a real difference to women in London.

Recommendations

1 *Addressing violence against women through joint engagement meetings (JEM)*

Joint engagement meetings provide a new way to bring together different partners to engage in constructive discussions for the purpose of addressing and problem solving specific crime issues in each borough. JEM meetings provide an opportunity for borough leaders to engage with senior representatives from the Metropolitan Police, British Transport Police, the Metropolitan Police Authority and Transport for London to work more closely with the Deputy Mayor for Policing. Boroughs can use the JEM meetings to tackle local issues and identify any areas where they may need more support and they also provide an opportunity for boroughs to exchange good practice.

Through JEM meetings, violence against women offences such as trafficking and organised crime, serial rapists, rape and sexual violence within gangs that have previously lacked a coordinated strategic response at a local level can be given the priority they deserve.

2 *Clamping down on traffickers*

Trafficking is a serious problem that we intend to combat. It is shaming that 200 years after the abolition of slavery, thousands of women are trafficked into the UK and forced into prostitution or domestic servitude. This is intolerable. Traffickers need to be stopped. We want to see more traffickers

arrested, prosecuted and convicted for these abominable crimes. Operation Pentameter is a multi-agency initiative set up by the police to crackdown on trafficking by rescuing women and children forced to work in the sex industry and prosecuting the traffickers that are profiting. We recognise the good work the police have done in disrupting traffickers and freeing victims through Operation Pentameter. The Mayor believes we need a more sustained

operation for London that would require the Metropolitan Police to work in partnership with national and regional law enforcement agencies such as the Serious Organised Crime Agency, the UK Human Trafficking Centre, British Transport Police and the police forces who police airports that serve London (Sussex, Essex and Bedfordshire) to ensure that the successes achieved since the inception of Operation Pentameter continue with rigour.

Links between the proliferation of lapdancing clubs and the sex industry

Over recent years there has been a proliferation of lap dancing clubs across London. Research indicates that the number of lap dancing clubs has doubled in the UK since 2004.¹³⁶ Licensing legislation since 2005 has made it easier for lap dancing clubs to obtain licences and made it harder for local communities to have their say in the process. This is because lap dancing clubs are licensed in the same way as other leisure establishments such as restaurants, cafes, pubs and cinemas instead of being licensed as 'sex encounter establishments' like peep shows and sex cinemas.¹³⁷ Research has identified that some lap dance club owners and managers create conditions in which prostitution is likely to occur.¹³⁸ The clubs run in a way that implicitly encourages the customers to expect and seek sexual services from the dancers.¹³⁹ Research into lap dancing clubs has found evidence of management exerting pressure on the dancers to create an impression of sexual availability as well as evidence of bodily contact and sexual services being offered and / or requested in some lap dancing clubs.¹⁴⁰ Dancers have also revealed problems such as threats of physical violence from customers and demands for sex.¹⁴¹ Men who might never dream of paying for sex with a street prostitute think it's fine if they hand over money for sex with a girl that they meet dancing in a lap dancing club.¹⁴² Anti-trafficking and prostitution organisations have highlighted that lapdancing clubs are used by traffickers to 'hide' women trafficked into prostitution, or bribe them for good behaviour.¹⁴³ Research has suggested possible links between clubs opening in an area and an increase in reports of rape and sexual assault upon women in that area and harassment from men leaving the club or touts outside also increased significantly after the opening of a club.¹⁴⁴

We will ensure that the safety issues presented by lap-dancing clubs come under local authority and police scrutiny through Joint Engagement Meetings. We will support boroughs in ensuring that the proliferation of lap dancing clubs is controlled. We will also champion any police operations that target lap dancing clubs to investigate any misconduct or criminal activity.

3 Proactive policing to stop the use of rape within gangs

According to the NSPCC, one London project that works with girls who are involved with gangs said that all of the girls they have contact with have been raped by male group members.¹⁴⁵ Rape and sexual assault are increasingly used as a weapon in response to rivalries: 'The assault of a female is used as a means of asserting power not only over the girl involved, but also over those who are associated with her.'¹⁴⁶ Senior gang members pass their girlfriends around to lower ranking members and sometimes to the whole group at the same time.¹⁴⁷ In the past two years, there have been 176 reported gang rapes (involving three or more attackers) in London.¹⁴⁸ These offences are likely to be highly under-reported because girls are extremely reluctant to talk about their experiences to anyone in authority for fear of repercussions and some girls don't perceive their experiences as rape.¹⁴⁹ While recent police operations such as Operation Blunt have successfully taken thousands of knives off the streets there is concern that the use of rape as a weapon will continue to increase.¹⁵⁰ Whilst it is harder for police to take proactive measures for rape, it is important that police operations tackling serious youth violence start to address the issue of sexual violence against girls. Safer Neighbourhood policing teams, school officers and Police Community Support Officers all have an important role to play by increasing their presence in areas that are most affected by gang violence; raising awareness of sexual violence and support on offer to girls but also delivering clear messages to young men that that if a girl does not consent to sex they are committing a very serious offence. Any diversion activities and

restorative justice intervention programmes that are delivered in partnership with schools and youth justice agencies should ensure that they provide key messages about sexual violence. We will work with the Metropolitan Police to ensure that as part of their youth gang strategy the issue of violence against women within gangs is given top priority.

4 Enhancing the effectiveness of community-based interventions with perpetrators

The majority of perpetrators of violence against women never come to the attention of the criminal justice system so when they do it is really important that we get interventions right if we are to reduce re-offending and increase victim confidence.

Over the last twenty years domestic violence perpetrator programmes have been set up across the UK. Their role is to increase the safety of those experiencing domestic violence through rehabilitation for offenders to reduce re-offending. Domestic violence perpetrator programmes are not a panacea and not all men will end their abuse, but at their best they reduce dangerousness and/or enable women to end relationships more safely.¹⁵¹

London Probation runs the Integrated Domestic Abuse Programme (IDAP) for perpetrators with an associated Women's Safety Officer service covering the whole of London. However, to date the government has not undertaken an independent evaluation of the effectiveness of the IDAP programme. However, what we do know is that nationally Ministry of Justice figures have shown that of the 4,927 people

that were ordered to undergo a community-based perpetrator programme during 2007-2008, some 32 per cent failed to complete a programme and 11 per cent failed to even start one.¹⁵² Further monitoring and investigation is required around what happens to offenders who are sentenced to a community-based programme but fail to complete or to ever start. We believe that offenders of domestic violence should only be given one chance to attend a perpetrator programme; if they repeatedly fail to attend and engage with the Probation Service they should be taken back to court and sentenced to custody rather than being given a further community order.

In addition, we would like to see more rigid monitoring and enforcement of all court orders including bail and licence conditions, non-molestation orders and occupation orders. When perpetrators breach court orders they should be promptly taken back to court.

Measuring the success of perpetrator programmes is complex. Following a conviction and completion of a programme an offender may not perpetrate violence against a woman for a substantial period of time indicating a successful outcome. But this does not mean that other forms of abuse have stopped or that he will never be violent towards a future partner. On the other hand, by providing associated women's support services perpetrator programmes provide an additional source of support to women who may not yet have accessed support services.

The Mayor will call upon government to undertake an independent evaluation of the IDAP

programme to assess its effectiveness in reducing re-offending, enhancing victim safety and satisfaction and to gauge their value for money.

5 Perpetrators and safeguarding

The links between domestic violence and child abuse are well established¹⁵³ and need to be integrated into the practice of child protection agencies in London. In cases of domestic violence the best form of child protection is often woman protection. Domestic violence has been identified as a factor in a significant proportion of the cases of child abuse that have resulted in serious case reviews.¹⁵⁴ Child protection agencies often have low expectations of violent men and instead focus their interventions on the child's mother.¹⁵⁵ Even though they themselves are not abusing the child, and are frequently living in terror of the perpetrator, mothers are frequently told by social services that their children will be removed if they stay/reconcile with the perpetrator. They are rarely offered the resources to leave violent partners safely. And if they do, the civil courts frequently grant child contact to violent fathers, thus compromising the safety of both the woman and her children.

Domestic violence and child abuse are linked with negative consequences for children and young people including reduced educational attainment; increased involvement in anti-social behaviour and street/playground violence and running away (page 12). These problems may bring the family to the attention of a range of statutory agencies and may result in referral to parenting programmes. Again, the focus is often on the mother improving her parenting with

Respect Accredited Perpetrator Programmes

Respect the national umbrella organisation¹⁵⁶ accredited programmes are comprised of violence prevention interventions with perpetrators and associated women's support services, both delivered to a set of minimum standards. Integrated support services are recognised internationally as best practice and are considered vital in promoting women's safety. These programmes are based in the community, allow for voluntary entry and work with many men referred through child protection procedures. The vast majority of perpetrators remain outside of the criminal justice system and there is a shortage of voluntary perpetrator programmes across London.

Caring Dads¹⁵⁷

Caring Dads is an intervention programme designed for men who have abused or neglected their children or exposed them to the abuse of their mothers. The Caring Dads programme focuses on helping men recognise attitudes, beliefs, and behaviours that support healthy and unhealthy father-child relationships, develop skills for interacting with children in healthy ways, and appreciate the impact on children of controlling, intimidating, abusive and neglectful actions including witnessing domestic violence.

Whilst domestic violence perpetrators who are fathers may need parenting classes like Caring Dads which address the impact of their abuse on children this should not be instead of, or precede, their attendance on a perpetrator programme; the primary issue here must be to decrease the risk they pose to children and women and a parenting programme alone will not achieve this. London Children's Trusts should ensure that their commissioning frameworks support the requirement in the LSCB domestic violence procedure for fathers using domestic violence to be referred to Respect accredited programmes and clear guidance on the referral and eligibility criteria should be developed in conjunction with Respect.

little attention paid to the father, either in terms of how he parents or how he sets limits and controls the behaviour of the mother. Violent men are rarely confronted about the impact of their abuse in the lives of their children.

The Mayor will ensure that the parenting strand of Time For Action addresses the needs of mothers whose authority is undermined by domestic violence.



‘the Mayor will ensure that the voices of survivors inform the implementation of this strategy and the development of services.’

Leadership and governance: making the strategy work

We recognise that the only way to get things done in London is to work together and we will invite our partners to join us in delivering on our strategy. The Mayor will provide strategic leadership in collaboration with frontline agencies and community groups through a steering group to assist delivery agencies to come together, across boroughs and across boundaries. He will ask them to pledge to develop solutions and deliver better prevention, protection, and support.

We have already had constructive discussions with our partners who are already undertaking a lot of good work to make our capital a safer place for women to live and work.

The Mayor and his Deputy Mayor for Policing, Kit Malthouse will lead the strategy together

and act as champions at the highest level. The Deputy Mayor for Policing will chair a senior level steering group.

A voice for survivors

Silence remains at the heart of violence against women. Violence against women has happened for hundreds of years but it took the women's movement to enable survivors to speak out, which in turn led to more and better services. The voices of survivors are also crucial in developing approaches to prevention by increasing our understanding of how common violence is, how it is used and what kind of men commit it. Through the steering group, the Mayor will ensure that the voices of survivors inform the implementation of this strategy and the development of services.

Recommendations

Objective 1: London taking a global lead to end violence against women

- 1 Adopt the UN definition of violence against women
- 2 Make London a leader in preventing violence against women
- 3 Improve our understanding of violence against women
- 4 Cracking down on trafficking
- 5 Place prevention at the heart of tackling violence against women
- 6 Young people and prevention

Objective 2: Improving access to support

- 1 Ensure equitable access to high quality support services across London
- 2 Expanding rape crisis provision in London
- 3 Respond to the needs of children and young people experiencing violence
- 4 Violence against women training for relevant professionals across London and improved information and resources for the public
- 5 Information for friends and family
- 6 Meet the needs of London's diverse communities

Objective 3: Addressing the health, social and economic consequences of violence

- 1 Petition and collaborate with the health sector to ensure that policies incorporate all forms of violence against women and that they are effectively implemented
- 2 Addressing the financial impacts of violence against women
- 3 Integrate violence against women into the London Housing Strategy
- 4 Respond to the needs of at risk and marginalised women
- 5 Address the needs of children who have witnessed violence

Objective 4: Protecting women at risk

- 1 Make significant improvements to protection and support at a local level
- 2 Increase public confidence, victim support and satisfaction

Objective 5: Getting tough with perpetrators

- 1 Addressing violence against women through joint engagement meetings (JEM)
- 2 Clamping down on traffickers
- 3 Proactive policing to stop the use of rape within gangs
- 4 Enhancing the effectiveness of community-based interventions with perpetrators
- 5 Perpetrators and safeguarding

Summary of Actions by Violence Type

All Forms of Violence against women
Adopt the UN definition of violence against women.
Consult London boroughs to consider how local structures can be put in place that take an integrated approach to violence against women.
Ensure that violence against women is integrated into the Mayor's plans to tackle youth crime, and strategies on transport, housing, health inequalities and refugees.
Undertake an ongoing public awareness and education campaign over the course aimed at ending the tolerance of violence against women, making particular use of advertising on the public transport network.
Ensure that any youth mentoring schemes that are developed through Time For Action (the Mayor's plans to tackle youth crime) address the specific needs of young women and girls.
Collaborate with the voluntary sector, local authorities, the criminal justice system, NHS London, and funders as well as draw on recent government research on the stability and sustainability of the violence against women sector to identify sustainable funding strategies to meet the levels of need identified for the core support services across London.
Call on key agencies, local authorities and government to respond to the needs of women experiencing violence through the provision of high quality core support services with equitable access across London.
Collaborate with the voluntary sector, local authorities (individually and collectively), the criminal justice system, the health service, the Mayor's Fund and funders to identify sustainable funding strategies to meet the levels of need identified for support services for children across London.
Call on government to meet its UN obligations to develop and fund violence against women training programmes for judicial, legal, medical, social, educational and police and immigration personnel.
Consider, in consultation with partners, developing a training consortium to improve the training of professionals on violence against women across London. Such training should include information about addressing the needs of London's diverse population.
Work with voluntary and statutory agencies to improve the availability of information and resources to members of the public so that they are able to support women more effectively.
Call on the UK Border Agency to ensure consistent implementation of their gender guidelines.
Integrate violence against women prevention into the London Health Inequalities Strategy.
Work with the London Health Commission to convene a roundtable event in order to facilitate engagement of the health sector in the new violence against women strategy.

All Forms of Violence against women

Call on the NHS in London to develop and implement a comprehensive approach to violence against women as a matter of priority and to introduce routine enquiry around violence against and appropriate support and referral mechanisms into the following services:

- mental health
- sexual health services, including those aimed at teenagers
- maternity and post-natal provision
- accident and emergency
- and to develop a strategy for increasing access to appropriate interpreting services.

Call on government to help victims to improve their skills and tackle unemployment of women and look to the London Skills and Employment Board to support this ambition as they aim to promote equality through the delivery of their strategy.

Call on government to ensure that the advice sector receives increased funding so that they can offer better support to women who require financial and legal aid as a consequence of the violence and financial abuse they have experienced.

Ask ESF co-financing agencies to explore the possibility of making women who have experienced violence one of their key target groups for their employment and training programmes so that funding is allocated to projects that support women who are victims of violence.

Call on government to review the impact of legal aid reforms on the ability of women to access civil protection.

Through his London Housing Strategy, the Mayor will:

- encourage social landlords to offer holistic sanctuary schemes to victims of violence preferring to stay in their homes and he will encourage social landlords to ensure that timely moves are available for women escaping violence both across and within boroughs
- ensure that the London Delivery Board to end rough sleeping considers the specific needs of women
- encourage social landlords to ensure their housing policies and monitoring in relation to violence against women are comprehensive and appropriate.

Ask the Ministry of Justice to ensure that the national implementation plan for the Corston Report meets the needs of London.

Collaborate with the Stella Project, the Greater London Alcohol and Drug Alliance (GLADA), the health service and substance misuse services to increase awareness of the links between violence against women and substance misuse and improve responses.

Call on statutory services to introduce funding and commissioning criteria that address the needs of marginalised women including through funding specialist women-only services.

All Forms of Violence against women

The Mayor, through the MPA will consider a number of specific areas of work aimed at improving the police's response to violence against women including:

- receiving regular reporting across violence against women
- auditing recording and reporting practices
- quarterly monitoring of the Home Office minimum standards for reporting sexual offences at borough level¹⁵⁸
- monitoring withdrawals and no-criming across violence against women
- monitoring disproportionality
- monitoring responses to honour based violence, forced and child marriage and FGM
- improving front desk delivery in relation to violence against women
- police training on violence against women.

Addressing violence against women through joint engagement meetings.

Domestic/Intimate partner violence

Call on government to guarantee the right of women with uncertain immigration status who are fleeing or threatened by violence to have access to crisis, temporary and permanent accommodation, specialist support services and essential financial support.

Call upon government to introduce a new resettlement grant for women escaping violent relationships.

Call on the Domestic Homicide Review Group to conduct reviews of suicides occurring in the context of domestic violence and to expand its work to include homicides and suicides in the context of 'honour' based violence.

Call upon government to undertake an independent evaluation of the Integrated Domestic Abuse Programme to assess its effectiveness in reducing re-offending and to gauge their value for money.

Ensure that the Parenting strand of Time For Action addresses the needs of mothers whose authority is undermined by domestic violence.

Female Genital Mutilation (FGM)

Explore ways of undertaking a study on the extent of violence linked to 'harmful traditional practices' in London and the number of women and girls 'at risk'.

Work with the Foundation for Women's Health, Research and Development (FORWARD) to develop a comprehensive response to FGM.

Ensure that the issue of girls being removed from schools and forced into marriage or subjected to FGM is addressed through the work being done around keeping young people in education in Time For Action.

Forced marriage and 'honour' based violence

Explore ways of undertaking a study on the extent of violence linked to 'harmful traditional practices' in London and the number of women and girls 'at risk'.

Ensure that the issue of girls being removed from schools and forced into marriage or subjected to FGM is addressed through the work being done around keeping young people in education in Time For Action.

Call on the Domestic Homicide Review Group to conduct reviews of suicides occurring in the context of domestic violence and to expand its work to include homicides and suicides in the context of 'honour' based violence.

Prostitution and Trafficking

Demand that the Government improve intelligence gathering and information sharing about how traffickers operate in order to more effectively stop and prosecute them and identify women and girls who have been trafficked and work with the Met to get tough on trafficking.

Consider in consultation and partnership with relevant bodies and organisations developing a public awareness campaign aimed at deterring paying for sex and will work with police, local authorities and other London partners in clamping down on paying for sex and on the proliferation of lap dancing clubs across London.

Work in partnership with the Equality and Human Rights Commission to convene a trafficking roundtable event that will bring experts together to examine how to combat trafficking, prostitution and sexual assault during the Olympics and major sporting events.

Champion a more sustained anti-trafficking operation for London that would require the Metropolitan Police to work in partnership with national and regional law enforcement agencies such as the Serious Organised Crime Agency, the UK Human Trafficking Centre, British Transport Police and the police forces who police airports that serve London (Sussex, Essex and Bedfordshire) to ensure that the successes achieved since the inception of Operation Pentameter continue with rigour.

Ensure that the safety issues presented by lap-dancing clubs come under local authority and police scrutiny through joint engagement meetings and support boroughs in ensuring that the proliferation of lap dancing clubs is controlled.

Champion any police operations that target lap-dancing clubs to investigate any misconduct or criminal activity.

Rape and Sexual Violence

Host a summit involving key London agencies and leading experts to investigate the links between violence against women and youth crime particularly on the issue of rape within gangs and identify appropriate responses.

The Mayor has allocated funding from his budget to increase the provision of specialist women-only rape and sexual abuse support services across the capital by working with London boroughs.

Continue to engage in discussions with London Councils and to lobby government to secure sustainable funding for rape crisis provision across London.

Consult with the London Safeguarding Children Board and other relevant London agencies to consider how support for the parents of sexually abused children can be enhanced, including improving responses to the non-abusing parent in situations of sexual abuse within the family and how children's services, particularly within schools, can be developed to help limit the long-term damage of child sexual abuse.

Work with the Metropolitan Police to ensure that as part of their youth gang strategy the issue of Violence against women within gangs is given top priority.

- 1 Coy, Lovett & Kelly, 2008, *Realising Rights, Fulfilling Obligations*. Calculated from London's share of the three million women experiencing violence in the UK (12.5 per cent on the basis of population)
- 2 The UN Secretary General's campaign launched in 2008.
- 3 Coy, Lovett & Kelly, 2008, *Realising Rights, Fulfilling Obligations*. Calculated from London's share of the three million women experiencing violence in the UK (12.5 per cent on the basis of population).
- 4 New Philanthropy Capital, 2008, *Hard Knock Life*. Calculated from London's share of the cost of £40 billion for England and Wales (14% on the basis of population)
- 5 Coy, Lovett, & Kelly (2008) *Realising Rights, Fulfilling Obligations: A Template for an Integrated Strategy on Violence against women for the UK*
- 6 Throughout this document, the term Violence against women is used however, when we say Violence against women we also refer to gender-based violence that affects girls under the age of 18
- 7 United Nations, 2006, *Secretary General's Report on Violence against women*, Para 28 and 104
- 8 The most recent British Crime Survey (BCS) findings (Povey et al, 2009) suggest that the rates of domestic violence for men and women are getting closer. However, lifetime prevalence figures have always been relatively close between women and men and have changed little over the last four waves of the BCS. The high prevalence levels for both men and women reflect a wide definition of both 'domestic' and 'partner' abuse within the BCS: someone counts as a 'victim' if they have experienced 'one or more' incidents – this means that a single threat, push or slap is counted as domestic violence. Such single incidents, whether over either a year or a lifetime, do not constitute the 'pattern of coercive control' which is the more widely understood definition of intimate partner violence, and it is this which prompts calls to agencies for support and to police for intervention. When the data is analysed in more detail to take into account frequency, fear and injury the disproportion between women and men as victims reappears (Walby and Allen, 2004; Crime Council of Ireland, 2005). In addition the BCS does not distinguish between offensive and defensive violence; Kimmel (2002) has estimated that in the US three quarters of the incidents where women use violence against their partners are in self-defence.
- 9 Although basic BCS figures over-estimate the proportion of men suffering intimate partner violence who need support, it is vital that access to services is there for those who need it. This strategy will sit alongside existing policies and procedures, which provide protection and redress for all victims of crime
- 10 The UK has not conducted the kind of specialised violence against women survey which many other countries have done (Canada was the first to do so in 1993, other countries with recent national surveys include France, Germany and the USA), rather a module on interpersonal violence has been added to the British Crime Survey (BCS). This means that we collect data more regularly, but do not ask about the all the forms of violence against women: the BCS is limited to incidents that took place after age 16 and also excludes sexual harassment, sexual exploitation and trafficking, FGM, forced marriage and honour based violence. The evidence base supporting this strategy comprises over 100 pages, and includes re-analysis of the BCS data for the last three surveys to create data for London and compare this to national averages
- 11 Home Office, 2004-8, *British Crime Survey. Analysis of data comparing London rates with overall findings*
- 12 Crown Prosecution Service, 2008, *Violence against women Crime Report 2007-2008*, p54
- 13 Metropolitan Police Statistics, April 2009. <http://www.met.police.uk/crimefigures/index.php>
- 14 Home Office, 2004-8, *British Crime Survey. Analysis of data comparing rates for London with overall findings*
- 15 <http://www.homeoffice.gov.uk/rds/pdfs08/hosb0308.pdf>

- 15 http://www.womensaid.org.uk/domestic_violence_topic.asp?section=0001000100220036§ionTitle=Statistics
- 16 Home Office, 2004-8, British Crime Survey. Analysis of data comparing rates for London with overall findings
- 17 Kelly, Lovett & Regan, 2005, A Gap or a Chasm? Attrition in Reported Rape Cases
- 18 Women's Resource Centre & Rape Crisis (England & Wales) March 2008, The Crisis in Rape Crisis: A Survey of Rape Crisis.
- 19 New Philanthropy Capital, 2008, Hard Knock Life
- 20 Refugee Council, 2009, Refugee and Asylum Seeking Women Affected by Rape or Sexual Violence
- 21 Metropolitan Police Statistics, April 2009. <http://www.met.police.uk/crimefigures/index.php>
- 22 Iquanta 2009
- 23 <http://www.homeoffice.gov.uk/rds/pdfs08/hosb0308.pdf>
- 24 We acknowledge the fact that the estimates for FGM in this strategy seem high-these figures come from the only study in the UK that seeks to estimate prevalence. The research was funded by the Department of Health and undertaken by the Foundation of Women's Health, Research and Development in collaboration with The London School of Hygiene and Tropical Medicine and The Department of Midwifery, City University. The methodology used has also been used in the US, Belgium and Spain and it requires several steps; identifying the size and age profiles of the populations in the UK from practicing countries; finding age specific FGM prevalence data from those countries (this allows for declining rates in younger age groups); estimating the numbers in UK through combining both statistics; estimating the number of maternities as actually conducted by the Office of National Statistics, on the basis of national age specific FGM prevalence rates provide by the researchers.
- 25 Forward, 2007, A Statistical Study to Estimate the Prevalence of Female Genital Mutilation in England and Wales
- 26 Townsend, 2007 'Sex slaves' win cash in landmark legal deal, The Observer, December 16
- 27 Reunite, cited on BBC, 1999
- 28 This figure is made up of 1188 calls on the Forced Marriage Unit call register (from victims, friends, or agencies/NGOs etc who are handling cases and are asking for advice/support), 420 cases, and 10 ILR reports.
- 29 WHO, 2005, Multi-country Study on Women's Health and Domestic Violence against women
- 30 Ending Violence against women:from words to action, Study of the Secretary-General, 9 October 2006
[http://www.un.org/womenwatch/daw/Violence against women/launch/english/v.a.w-exeE-use.pdf](http://www.un.org/womenwatch/daw/Violence%20against%20women/launch/english/v.a.w-exeE-use.pdf)
- 31 Ending Violence against women:from words to action, Study of the Secretary-General, 9 October 2006
[http://www.un.org/womenwatch/daw/Violence against women/launch/english/v.a.w-exeE-use.pdf](http://www.un.org/womenwatch/daw/Violence%20against%20women/launch/english/v.a.w-exeE-use.pdf)
- 32 London Safeguarding Children Board, 2008, Safeguarding Children Abused through Domestic Violence
- 33 Humphreys and Stanley, 2006, Domestic Violence and Child Protection: Directions for Good Practice
- 34 Centre for Social Justice, 2009, Dying to Belong, An In-depth Review of Street Gangs in Britain
- 35 ONS, Oct 2004, Table 2, Labour Market Data for Local Areas by Ethnicity
- 36 Walby & Allen, 2004, Domestic Violence, Sexual Assault and Stalking: Findings from the British Crime Survey
- 37 DWP, April 2007, Households below average income
- 38 see note 36

- 39 see note 36
- 40 Research by Eaves has suggested both an increase in sexual harassment and assaults in the vicinity of lap dancing clubs (Lilith, 2003, Lap dancing and strip tease in the Borough of Camden) and an increase in brothels across London (Poppy, 2004, Sex in the City, Mapping Commercial Sex across London)
- 41 Messman-Moore & Long, 2003, The role of childhood sexual abuse sequelae in the sexual revictimization of women: An empirical review and theoretical reformulation, *Clinical Psychology Review*, 23 537-571
- 42 For more information about Unite, see <http://endviolence.un.org/index.shtml>
- 43 The European Commission launched the Daphne Programme in 1997 to contribute to the protection of women and children against all forms of violence. http://ec.europa.eu/justice_home/funding/2004_2007/daphne/doc/daphne_experience/daphne_experience_en.pdf
- 44 see page 13 for further information on the definition
- 45 London is home to 30 of England's 100 universities (ONS/GLA, 2007, Focus on London, table 2.15)
- 46 Our knowledge about the extent of violence against women is overly reliant on reported violence and on surveys such as the British Crime Surveys (BCS). However the vast majority of violence against women is not reported and there are limits to the BCS data, which excludes many forms of violence against women and violence experienced in childhood
- 47 United Nations, 2008, Report by Special Rapporteur on Violence against women to the UN Human Rights Committee, Indicators on violence against women and State response <http://www.unescap.org/stat/meet/egm2008/Report-of-the-Special-Rapporteur-on-VIOLENCE-AGAINST-WOMEN.pdf>
- 48 Townsend, 2007 'Sex slaves' win cash in landmark legal deal, *The Observer*, December 16
- 49 http://www.barnardos.org.uk/internal_trafficking_final_report_aug07.pdf
- 50 Home Office, UK Action Plan on Tackling Human Trafficking, 2007
- 51 Ref 1 - Way to Go - Mayor's vision for Transport in London
<http://www.london.gov.uk/mayor/publications/2008/11/way-to-go.jsp>
- 52 <http://www.tfl.gov.uk/tfl/gettingaround/taxisandminicabs/taxis/default.aspx>
- 53 Amnesty International, 2005, Sexual Assault Research
- 54 LondonStudent, 2009, <http://www.london-student.net/2009/02/16/asking-for-it/>
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- 57 Sonia Ramanah, Project Director at StreetVibes Youth, quoted in *Dying to Belong*, Centre for Social Justice, 2009
- 58 Centre for Social Justice, 2009, *Dying to Belong*, An In-depth Review of Street Gangs in Britain
- 59 Mullender et al, 2002, Children's Perspectives and Understandings of Domestic Violence
- 60 Home Affairs Committee, Domestic Violence, forced marriage and "honour"-based violence: Volume 1, 2008, <http://www.publications.parliament.uk/pa/cm200708/cmselect/cmhaff/263/26308.htm#a19>
- 61 http://www.womankind.org.uk/upload/0711_final_popular_report.pdf
- 62 See footnote 24
- 63 Forward, 2007, A Statistical Study to Estimate the Prevalence of Female Genital Mutilation in England and Wales
- 64 Robinson & Stroshine, 2005, The importance of Expectation Fulfilment on Domestic Violence Victims' Satisfaction with the Police in the UK
- 65 Sen, 1999, Enhancing women's choices in responding to domestic violence in Calcutta

- 66 Coy et al, 2009, Map of Gaps 2
- 67 Coy et al, 2009, Map of Gaps, London
- 68 Outside London, Havens are usually referred to Sexual Assault Referral Centres
- 69 Lovett, J, 2008, Not either/or but both/and: Why we need rape crisis centres and Sexual Assault Referral Centres
- 70 Under taken in 2005 and 2007 by the Performance Directorate (SM&PD)
- 71 Walker, Kershaw & Nicholas, 2006, Crime in England and Wales 2005/06
- 72 Estimated from national figures of at least 750,000, Dept of Health, 2002
- 73 Walby, 2004, The cost of domestic violence
- 74 Dept of Health, 2002
- 75 Lewis et al, 2001, Why mothers die
- 76 Cabinet Office, 1999, Living Without Fear
- 77 United Nations Fourth World Conference on Women, 1995, Platform for Action
- 78 The London Safeguarding Children Board's training subgroup could provide a model
- 79 Parmar, Sampson & Diamond, 2005, Tackling Domestic Violence: Providing Advocacy and Support to Survivors from Black and Other Minority Ethnic Communities
- 80 People with no recourse to public funds are not able to claim most benefits, tax credits or housing assistance that are paid by the state
- 81 Refugee Council, 2009, Refugee and Asylum Seeking Women Affected by Rape or Sexual Violence
- 82 A 2007 overview study by the UN found 1 in 2 disabled women had been a victim of violence
- 83 O'Keefe et al, 2007, UK Study of Abuse and Neglect of Older People Prevalence Survey Report
- 84 Kelly, Lovett & Regan, 2005, A Gap or a Chasm? Attrition in Reported Rape Cases
- 85 Deputy High Commissioner L.Craig Johnstone, reported in UNHCR backs 16 days of opposition to violence against women press release, UNHCR 25 November 2008 available at www.unhcr.org
- 86 Myhill, A. and Allen, J (2002). Rape and Sexual Assault of Women: the extent and nature of the problem. Findings from the British Crime Survey. London: Home Office Research Study 237. Home Office
- 87 Refugee Council (2009) The Vulnerable Women's Project: Refugee and Asylum Seeking Women Affected by Rape or Sexual Violence. Literature Review
- 88 Wilson, Sanders & Dumper (2007) Sexual Health, Asylum Seekers, and refugees, London: Family Planning Association
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- 92 Dept of Health, 2002, Women's Mental Health: Into the Mainstream
- 93 Brison, 2002, Aftermath: Violence and the Remaking of the Self
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- 96 UN Secretary Generals Study on Violence against women, 2006
- 97 Staggs and Riger, 2005, Effects of intimate partner violence on low-income women's health and employment

- 98 Messman-Moore & Long, 2003, The role of childhood sexual abuse sequelae in the sexual revictimization of women: An empirical review and theoretical reformulation, *Clinical Psychology Review*, 23 537-571
- 99 Flowers, 1998, Prostitution of Women and Girls
- 100 Corston, 2007, The Corston Report: A Review of Women with Particular Vulnerabilities in the Criminal justice system
- 101 WHO, 2005, Multi-country study on Women's Health and Domestic Violence against women
- 102 WHO, 2005, Multi-country study on Women's Health and Domestic Violence against women
- 103 Lewis et al, 2001, Why mothers die
- 104 Walby, 2004, The cost of domestic violence
- 105 Sharp 2008, "What's yours is mine: The different forms of economic abuse and its impact on women and children experiencing domestic violence"
- 106 Bell & Kober, 2008, The Financial impact of domestic violence, FWA/Gingerbread
- 107 <http://clicktoempower.org/about-the-program.aspx>
- 108 CompeteFor' was set up by the LDA to ensure that diverse businesses across the capital can access the commercial opportunities of the London 2012 Games. CompeteFor acts like a 'dating' agency matching buyers throughout the 2012 supply chain with potential suppliers. The service is open to all businesses but is specifically designed to support small and medium-sized enterprises (SMEs) to bid for contracts further down the 2012 supply chain
- 109 Figures obtained from the London Development Agency <https://www.competefor.com/london2012business/login.jsp>
- 110 Figures obtained from the London Development Agency, 2009
- 111 Phase 2 of the Childcare Affordability Programme showed that 97 per cent of those accessing the programme were female. There has been some positive feedback from individuals who have accessed the programme that it made it easier to return to work and access training due to the flexibility and choice of childcare offered (London Development Agency Data, 2009)
- 112 The ESF Co-financing agencies for London are: Department for Work and Pensions (DWP) - London, London Councils, London Development Agency, Learning and Skills Council (LSC) - London
- 113 Hendessi, 1992, 4 in 10, CHAR
- 114 Lilith, 2005, A Woman's Place: Women and Hostel Provision in London
- 115 Stark and Flitcraft, 1996, Women at risk: Domestic Violence and Women's Health
- 116 Swan et al, 2000, Violence in the lives of women in substance Abuse treatment: Service and policy implications
- 117 Women's Resource Centre, 2008, The crisis in rape crisis
- 118 Women's Resource Centre, 2008, The crisis in rape crisis
- 119 The Stella Project was set up five years ago as a partnership between the Greater London Domestic Violence Project (GLDVP) and the Greater London Alcohol and Drug Alliance (GLADA) to develop better responses to 'survivors, their children and perpetrators of domestic violence affected by problematic substance use'
- 120 Stella Project, 2008, Innovative Responses: New pathways to address domestic violence and substance misuse across London
- 121 <http://www.homeoffice.gov.uk/documents/corston-report/>
- 122 The Stella Project is a partnership between the Greater London Domestic Violence Project (GLDVP) and the Greater London Alcohol and Drug Alliance (GLADA). The Greater London Domestic Violence Project works to end domestic violence across the capital by supporting direct service providers and promoting joint working. The Greater London Alcohol and Drug Alliance (GLADA), established by the Mayor of London in 2002, is a strategic network

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- 123 Cawson, 2002, Child Maltreatment in the Family
- 124 Romans et al (1995 and 1997)
- 125 SARCs are called Havens in London
- 126 <http://www.guardian.co.uk/uk/2009/mar/13/rape-convictions-low>
- 127 Crown Prosecution Service, 2008, Violence against women Crime Report 2007-2008, p55
- 128 London Mainstream Model is aligned with the national Specialist Domestic Violence Court Model, which is considered a core element within the recommended Coordinated Community Response. The model has a set of operating standards that are based on identified current best practice
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- 130 Kelly, L. 2002, A Research Review on the Reporting, Investigation and Prosecution of Rape
- 131 Robinson, 2007, Improving the Civil-Criminal Interface for Victims of Domestic Violence
- 132 Kelly et al, 2005, Gap or a chasm
- 133 Performance is currently monitored at London level by the Home Office
- 134 Hester et al, 2007, Children and Domestic Violence – A Reader
- 135 <http://www.nyc.gov/html/ocdv/html/about/about.shtml>
- 136 <http://www.object.org.uk/files/A%20Growing%20Tide%20Update%20Dec%202008.pdf>
- 137 <http://www.object.org.uk/files/A%20Growing%20Tide%20Update%20Dec%202008.pdf>
- 138 <http://www.glasgow.gov.uk/NR/rdonlyres/AF8653FD-9FC4-4DE6-8238-CE629C7D6C3E/0/LapdancingReport.pdf>
- 139 Ibid. Dancers are self-employed and have no employment rights. They pay a fee to work in the clubs. The private dance is the only legitimate way for the dancers to make money and are therefore pressurised to secure dances with as many of the customers as possible, especially if they are in debt to the club.
- 140 <http://www.glasgow.gov.uk/NR/rdonlyres/AF8653FD-9FC4-4DE6-8238-CE629C7D6C3E/0/LapdancingReport.pdf>
- 141 <http://www.glasgow.gov.uk/NR/rdonlyres/AF8653FD-9FC4-4DE6-8238-CE629C7D6C3E/0/LapdancingReport.pdf>
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- 143 Eden (2007) Inappropriate Behaviour: Adult venues and licensing in London. The Lilith Project
- 144 Eden (2003) Lilith Report on Lap Dancing and Striptease in the Borough of Camden. The Lilith Project
- 145 http://www.londonscb.gov.uk/files/procedures/gangs/london_gangs__syv_procedure_draft_nov_2008.doc
- 146 <http://www.rota.org.uk/Downloads/BBP%20Final%20Report%202.pdf>
- 147 http://www.londonscb.gov.uk/files/procedures/gangs/london_gangs__syv_procedure_draft_nov_2008.doc
- 148 <http://www.thisislondon.co.uk/standard/article-23614372-details/Climate+of+fear/article.do>
- 149 http://www.londonscb.gov.uk/files/procedures/gangs/london_gangs__syv_procedure_draft_nov_2008.doc
- 150 <http://www.rota.org.uk/Downloads/BBP%20Final%20Report%202.pdf>
- 151 Gondolf, 2002, Batterer Intervention Systems: Issues, Outcomes, and Recommendations: Issues, Outcomes and Recommendations
- 152 Hansard, 22 July 2008, Column 1217W, WA

- 153 See chapter on Addressing health and long-term consequences
- 154 Serious case reviews are expected to be undertaken when a child dies or sustains long term impairment or is subjected to 'particularly serious sexual abuse'. (DCSF, 2006, Working Together to Safeguard Children)
- 155 Dominelli, 2002, Feminist Social Work theory and Practice
- 156 <http://www.respect.uk.net/>
- 157 <http://www.caringdadsprogram.com/aboutus.html>

The Mayor is keen to hear the views of Londoners, London agencies and voluntary sector organisations on this proposed programme for action. To participate in the consultation process please visit the consultation website at:

www.london.gov.uk/mayor/crime/vaw/
and submit your response to the specific questions by 20 July 2009.

In addition, the Mayor will be having discussions with key organisations over the coming months.

Other formats and languages

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Chinese

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Vietnamese

Nếu bạn muốn có văn bản tài liệu này bằng ngôn ngữ của mình, hãy liên hệ theo số điện thoại hoặc địa chỉ dưới đây.

Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος εγγράφου στη δική σας γλώσσα, παρακαλείστε να επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυδρομικά στην παρακάτω διεύθυνση.

Turkish

Bu belgenin kendi dilinizde hazırlanmış bir nüshasını edinmek için, lütfen aşağıdaki telefon numarasını arayınız veya adrese başvurunuz.

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Hindi

यदि आप इस दस्तावेज की प्रति अपनी भाषा में चाहते हैं, तो कृपया निम्नलिखित नंबर पर फोन करें अथवा नीचे दिये गये पते पर संपर्क करें

Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি (কপি) চান, তা হলে নীচের ফোন নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى الاتصال برقم الهاتف أو مراسلة العنوان أدناه

Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.

